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PRIVATE SECTOR INITIATIVES REGARDING MISSING CHILDREN

HEARING

BEFORE THE

SUBCOMMITTEE ON JUVENILE JUSTICE

OF THE

COMMITTEE ON THE JUDICIARY
UNITED STATES SENATE

NINETY-NINTH CONGRESS

FIRST SESSION

ON

THE ISSUE OF MISSING CHILDREN: RUNAWAYS, PARENTAL ABDUCTION, AND KIDNAPING; AND THE RESPONSES OF THE PRIVATE SECTOR TO THIS PROBLEM

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PRIVATE SECTOR INITIATIVES REGARDING MISSING CHILDREN

WEDNESDAY, MAY 22, 1985

U.S. SENATE,
SUBCOMMITTEE ON JUVENILE JUSTICE,
COMMITTEE ON THE JUDICIARY,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:30 a.m., in room SD–215, Dirksen Senate Office Building, Hon. Arlen Specter (chairman of the subcommittee) presiding.

Present: Senators Denton, McConnell, Simon, and Metzenbaum.

Staff present: Neal S. Manne, chief counsel; Michael Russell, counsel; Tracy McGee, chief clerk; Vic Maddox, office of Senator McConnell; Rick Holcomb, office of Senator Denton; Laurie Westley, office of Senator Simon; Steve Ross, office of Senator Metzenbaum.

OPENING STATEMENT OF HON. ARLEN SPECTER, A U.S. SENATOR FROM THE STATE OF PENNSYLVANIA, CHAIRMAN, SUBCOMMITTEE ON JUVENILE JUSTICE

Senator SPECTER. This hearing will come to order.

This session of the Juvenile Justice Subcommittee of the Committee on the Judiciary is now convened. The hearing today concerns the issue of missing children, a subject matter that has applied a great deal of the time and attention of the Juvenile Justice Subcommittee for the past 4½ years.

It is a great tragedy when a child is missing, causing obvious consternation and problems in the family. There are estimated to be approximately 1.5 million children who are missing each year for a variety of causes: runaways, parental abduction, sometimes kidnaping, and the Congress and the administration has tried to respond to this problem in a variety of ways, with some significant leadership coming from this subcommittee, and outside of the subcommittee, the efforts of Senator Hawkins in Florida; Senator Metzenbaum, the ranking member for this term; Senator Heinz, and it has resulted in legislation for the appropriation of some $4 million for the establishment of a national hotline, and it has produced a great deal of response from the private sector with the tremendous result occurring through national television.

The program has created a great national concern about the problem of missing children, and when photographs of missing children have appeared on the national television screen, some 32 have been returned.

This has led recently to an effort by my colleague from Pennsylvania, Senator Heinz, and myself in the wake of a missing child from Butler, PA, to write to the national television networks urging greater activity on this line. This letter was cosigned by 85 U.S. Senators.

On arriving today, I see my colleague, Senator Metzenbaum, has another excellent idea to assist on missing children that he doubtless will refer to during the course of his opening remarks.

There are efforts in many, many directions to deal with this very important problem. We will have witnesses today who will describe the nature of the problem, the progress which has been made nationally, and we will discuss some of the efforts by the private sector where children's pictures have been put on, in a variety of contexts, on milk cartons, on posters, in an effort to find missing children.

We will also take up, in the course of this hearing, some of the problems that have resulted from this focus of attention on missing children. Regrettably, where there is a great focus of attention, charlatans and fraud artists appear, and we will hear testimony today about some people who have come to parents of missing children in their agrieved and vulnerable condition that have extorted very substantial sums of money without cause and without any real hope of finding the children. And these are the variety of issues which we will take up today.

I would like to yield now to the ranking minority member of this committee, Senator Simon of Illinois.

OPENING STATEMENT OF HON. PAUL SIMON, A U.S. SENATOR FROM THE STATE OF ILLINOIS

Senator SIMON. Mr. Chairman, I want to thank you for holding these hearings. I am pleased that there has been a conserted effort not only on the part of the Government but by a variety of other groups to focus on this problem. The Chicago Transit Authority, buses are carrying pictures of children. We have dairies that are now putting pictures on milk cartons. Jay Howell at the National Center for Missing Children is doing an excellent job. I have had a chance to visit the Center. I have followed this whole legislation with great interest since I first introduced the first missing children legislation in the House a few years ago.

I know that you have played a key role, Mr. Chairman, here on the Senate side.

I do have some concerns; they include what the Office of Juvenile Justice and Delinquency Prevention is doing to follow the mandate that was given by the legislation. That office is supposed to, among other things, report on the incidence studies so that we have more solid data on the numbers of children abducted by strangers, the numbers who are victims of parental kidnapings. We use figures, but I am not sure how solid some of these figures are.

The OJJDP is also supposed to analyze and publish an annual summary of research in areas, including effective programs to prevent the abduction and exploitation of children. How do we reach law enforcement officials more effectively? A great many local police departments still are not entering missing children on the

FBI computer. I do not think it is because of hostility that they are doing this. Somehow the message simply has not reached them yet. The chairman indicated cases of abuse, where private detective agencies have called parents saying give us $10,000 and we are going to find your child.

I am concerned about that. I am also concerned about national mailings on the part of some groups that appear to be exploiting this issue, and I think we ought to determine that the money is being spent according to the intentions with which it was raised.

The final issue, Mr. Chairman, is the international parental kidnaping problem. The Hague Convention was signed by the United States in 1981 but has not been ratified. The administration is now looking at this. I think we have to do the same. One case my office is dealing with where the mother is an American citizen; the father is a Mexican citizen. He abducted two boys, and took them to Mexico. How do we get this kind of a situation worked out?

Mr. Chairman, I would like to acknowledge the work of my colleague from Kentucky, who has been a leader in this field in his state and I first heard about Mitch McConnell not as a candidate for the U.S. Senate, but as a man doing some very good work on the problem of missing children. I want to publicly acknowledge the leadership that he has shown on this issue. Thank you, Mr. Chairman.

Senator SPECTER. Thank you very much, Senator Simon. And with that introduction, I will turn to my distinguished colleague from Kentucky who has done so much outstanding work in the juvenile field generally, Senator McConnell.

OPENING STATEMENT OF HON. MITCH McCONNELL, A U.S. SENATOR FROM THE STATE OF KENTUCKY

Senator MCCONNELL. Thank you very much, Mr. Chairman, and, Senator Simon, I really appreciate your kind remarks. This is certainly a timely week, Mr. Chairman, for these hearings, with May being National Child Safety Month and May 25 Missing Children's Day.

We have come a long way on this issue since Senator Simon introduced the first bill in the House, since we in my community set up the first exploited child unit in the country back in 1980. And it is gratifying to see where we are now with the National Center for Missing and Exploited Children opening last June, with similar centers coming into existence on a State-by-State basis.

In that regard, I introduced just Tuesday S. 1174, which would establish State clearinghouses and help to close the gap in the network of protection. What that bill essentially does is to amend the Missing Children's Assistance Act of 1984 by providing matching grants—and it is a rather limited amount of money in this era of deficit reduction—to States on a 50-50 basis to set up State clearinghouses. I think it is a perfectly reasonable measure that provides some incentive to the States to do what Florida and Kentucky and other States have already done: to set up missing children's centers on a statewide basis.

And, of course, the emphasis today is particularly appropriate, Mr. Chairman, with the private sector. We have had in our State

and in our community of Louisville, KY, a variety of different businesses involved in helping out, and we have seen dramatic examples of that around the country in recent years.

The President has challenged the private sector, of course, to assist in a greater way. He recently established the public-private partnership to help find solutions in the private sector, and I am pleased, along with Senator Hawkins, to be a member of that partnership.

I think we have great opportunity here for corporate America to make a difference in this particular field. The President, in his Child Safety Proclamation, mentioned the Trailways Corp. and K-Mart Corp., both of which are large companies. But there are some small businesses who are playing a vital role as well, and we have from my hometown of Louisville, representatives of V.G. Reed & Sons, which is a printing company, which is working with Conna Corp., which owns the convenience stores, which are our version of 7-11 in the Southeast, to provide posters of missing children in the various convenience food stores in the 10 States that they cover.

Mr. Eric Reed is the director of marketing and advertising for V.G. Reed and is here to testify, and also Howard Reed, who is the president of the company, is here. So we are happy to welcome these Kentuckians to this hearing.

Mr. Chairman, I do have an opening statement, which I would just like to ask unanimous consent that it appear in the record at this point.

Senator SPECTER. Without objection, it will appear in the record.

Senator MCCONNELL. And one final observation: Having worked with Jay Howell now, I guess, for 4 years, it is good to see you again, Jay, and we are anxious to hear from you about the progress at the center. Thank you, Mr. Chairman.

[Prepared statement of Senator McConnell follows:]

PREPARED STATEMENT OF SENATOR MITCH MCCONNELL

Mr. Chairman, I commend you for holding this hearing on such an important and disturbing problem as missing children, and the status of our efforts to solve the problem. It is fitting that this hearing should be held now, just a few days before National Missing Children's Day, May 25, and in the midst of National Child Safety Awareness Month.

It is no secret that the problem of finding missing children, whether those abducted by parents or strangers, and of preventing the abduction of other children in the future, is an issue that has exploded into the forefront of the national consciousness. Nor is it surprising, because any society faced with the tragedy of an Adam Walsh, who was abducted from a shopping center in Florida and brutally murdered, or of an Ann Gotlib, who never returned to her home in Kentucky and whose abandoned bicycle remains the only clue to her fate, could not help but respond.

And this nation has responded. In Florida, the Adam Walsh Outreach Center was founded, along with the Florida Missing Child Information Center. In Louisville, I established the Louisville - Jefferson County Exploited and Missing Child Unit, while statewide the Kentucky Missing Child Information Center was set up. In addition, dozens of private organizations were created in an effort to bring some sanity to an insane situation. These organizations have met with varying degrees of success, depending on the resources and cooperation provided to them.

There has also been a dramatic federal response. On June 13, 1984, the National Center for Missing and Exploited Children opened in Washington. The National Center is a not-for-profit corporation operating under a cooperative agreement with the Department of Justice. It serves as a vital nerve center in the fight against exploitation of children, and coordinates and disseminates information to the state and local organizations involved in the problem.

The National Center operates a toll free hot-line 18 hours a day, and will soon go to a 24 hour a day operation. In the first half year of its existence, the National Center received some 7,170 calls. These calls requested information, reported sightings and abductions. In the fourth quarter of its operation, ended March 31, 1985, the National Center received 14,720 calls, the dramatic increase due in part to the re-broadcast of "Adam" on NBC during that period. As a result of these calls, the National Center has assisted in the recovery of hundreds of abductions and runaways.

Perhaps as importantly, the Center has provided technical assistance to investigators on other cases, as well as training to law enforcement agencies working on cases involving juvenile justice, child exploitation, and missing child case identification and investigation.

Indeed, after less than a year in operation, the National Center has demonstrated that resources of the kind it provides, and prompt access to them, are the key to solving the problem of missing children. Yet for all its success, it is clear that there must be a link between all levels of law enforcement, from the national to the local level, if our efforts ultimately are to be successful. It's the local law enforcement agency that is on the scene, and it's the state law enforement agency that is best equipped and situated to coordinate efforts statewide. Officers of these agencies need training in handling the crisis of a missing or abducted child, and these agencies need assistance in establishing and implementing such efforts.

I'm convinced that if our efforts to locate missing children are to be successful, state information clearinghouses must be integral components of the national network. As Chief-Executive of Kentucky's largest county, I drafted and lobbied for legislation to establish a statewide clearinghouse, and I was gratified when Kentucky moved to the forefront of the campaign to locate

missing children by establishing the Kentucky Missing Child Information Center. This Center acts as a central repository of, and clearinghouse for, information about missing children in Kentucky. A few other states, most notably Florida, have similar clearinghouses, but most states have not acted to establish these programs yet.

I'm encouraged, however, that the impetus to deal with this crisis has not diminished, and that my new colleagues in the Congress recognize the need for nationwide action that will put a stop to exploitation and abduction of our children. The Missing Children's Assistance Act of 1984 was a vital step on the road to a comprehensive solution.

On Tuesday, May 21, I introduced legislation, S. 1174, which will amend the Missing Children's Assistance Act of 1984 to provide matching grants, totalling $2 million in both FY86 and FY87, to state law enforcement agencies to establish state clearinghouses for information on exploited and missing children. This bill will help close a serious gap in the program of protection that 1984 act established.

But we all recognize that the state and federal governments can do only part the job, and that the private citizen and the private business sector, must play a role as well. Recently, the President established the President's Child Safety Partnership. That body, established by Executive Order, will constitute a blue-ribbon panel with a mandate to conduct studies, inquries, hearings and meetings that will lead ultimately to recommendations to encourage private sector involvement in child safety efforts. I am proud to be a member of the President's panel, and will be listening to the testimony here today with special interest.

I am especially pleased to see here today Mr. Eric Reed, the Director of Marketing and Research for V.G. Reed and Sons, Inc., of Louisville, Kentucky. Mr. Reed's efforts represent, I believe,

the kind of private sector involvement both the President and this Subcommittee recognize as fundamentally necessary if we are to see our efforts to success. His perspective as a representative of a small business may be particularly useful to Congress, given that so many children are exposed to the danager of abduction, or are removed to areas after abduction, in which small businesses, rather than large corporations, are the predominate force in the community. As President Reagan said at the Rose Garden cermony on April 29 proclaiming Child Safety Awareness Month, "There's a wonderful thing about Americans - they discover a problem, they publicize it, they talk about it, and they come up with plans to deal with it. And they always succeed." Mr. Reed and the cooperative effort of the people at V.G. Reed & Sons Printing, Inc. and the Conna Corporation, as well as the other executives here today, are those Americans.

This hearing should bring into sharper focus the current state of affairs in the problem of missing children, and should help us identify those areas in which greater attention is due. Then, perhaps, after addressing those matters, we can focus on the equally difficult problem of providing effective care for those children who are recovered.

As the President pointed out, "the safety of our children is everyone's responsibility, and by working together we can make a difference." Mr. Chairman, I thank you for the opportunity to address this issue and look forward to the testimony.

Senator SPECTER. Thank you very much, Senator McConnell. I would like now to turn to the distinguished Senator from Ohio, Senator Metzenbaum for an opening statement.

OPENING STATEMENT OF HON. HOWARD M. METZENBAUM, A U.S. SENATOR FROM THE STATE OF OHIO

Senator METZENBAUM. Thank you, Mr. Chairman. Mr. Chairman, I compliment you on holding this hearing, and I also would like to compliment my fellow Senators who have provided leadership on this issue. It is a good indication of the kind of cooperative effort that can come about in a particular area when there is so much need, and some progress is obviously being made. The Missing Children's Act is an example of what this committee can do to address this national tragedy.

In the last Congress we worked together with many others in moving that piece of legislation through the Senate. And Senator Simon's leadership in the House is not to go unnoted because it was effective and able. And Senator McConnell's work before he came to the Senate is certainly to be noted.

I am pleased that today we will have an opportunity to hear from the National Center for Missing and Exploited Children and from members of the business community who have devoted their resources to locate missing children. And I cannot think of any other area where the business community has moved so rapidly and so effectively to be helpful as they have in this particular area.

Mr. Chairman, it is hard to imagine anything more tragic than the disappearance of a young child, yet it happens with frustrating regularity. According to the National Center for Missing and Exploited Children, 1.5 million children disappear each year. It is hard to believe that every day more than 500 children do not return home. Some are runaways. Some are taken by parents who have been denied custody by the courts; 20,000 to 50,000 are believed to be taken by strangers never to be seen again. It is incredible.

It is hard to sit here and make that statement and even in making it recognize its validity and its truth. Missing children come from small towns in rural America and from our largest cities. They are from all races and ethnic backgrounds. They grow up in upper class neighborhoods, in the suburbs, and in the inner city. No matter how the disappearance occurs, the impact on the family is devastating. In fact, the family is probably as much the victim as the child.

But we are not defenseless, and there are things that we can do. States and localities are fighting back. Some are automating their missing persons files and they are fingerprinting and videotaping children. In New York the thruway authority is distributing pictures of missing children with their toll tickets, and soon its 27 service areas will display posters of missing children.

In that connection, Mr. Chairman, I have had some correspondence with the New York State Thruway Authority, and I ask unanimous consent that the letter received from the director of administrative services may be included in the record at this point.

Senator SPECTER. Without objection, it will be admitted into the record.

[Letter follows:]

HENRY A. BERSANI
CHAIRMAN

LOUISE M. SUNSHINE
VICE CHAIRMAN

CHARLES T. LANIGAN
TREASURER

ALEXANDER A. LEVINE
EXECUTIVE DIRECTOR

NEW YORK STATE THRUWAY AUTHORITY

200 SOUTHERN BOULEVARD
POST OFFICE BOX 189
ALBANY, NEW YORK 12201-0189

DEPARTMENT OF
ADMINISTRATIVE SERVICES

RALPH J. VECCHIO
DIRECTOR

PHONE (518) 449-1750

May 20, 1985

Senator Howard Metzenbaum
Room 140
Senate Russell Office Building
Washington, DC 20510

Attention: David Starr

Gentlemen:

This is in response to your telephone call regarding the New York State Thruway Authority's Missing Children Program. The program was initiated by the Authority's Chairman, Henry Bersani, on March 13, 1985. Enclosed are samples of flyers which we have issued at the 65 toll stations along the Thruway's 559 mile length as part of our program to assist in locating missing children.

We are planning to expand the program to include posters placed at each of our 27 service areas. The plan presently calls for placing 2 to 3 posters at each service area together with pockets next to each poster containing the flyers printed front and back which patrons can take with them. We will continue distributing the flyers at toll stations as we evaluate each of these approaches.

In our last circulation we delivered approximately 1.5 million flyers over a 2 week period at our toll stations. Thus far in the program we have distributed over 4.5 million flyers depicting 4 missing children.

Please let us know if we may be of any further assistance.

Sincerely,

Ralph J. Vecchio
Director of
Administrative Services

RJV:cam
Enclosures

MISSING

CHERRIE ANN MAHAN

Born: 3/14/76
CF File No.: 3325
Race/Sex: ..... WHITE/FEMALE
Height: ..... 50 INCHES
Weight: ..... 68 POUNDS
Eyes: ..... HAZEL
Hair: ..... BROWN
Longer Than Photo
Build: ..... SLIM

Date Missing: 2/22/85

Call — CHILD FIND INC.
New Paltz, NY
(toll free) 1-800-431-5005

In New York State Call Collect
1-914-255-1848

Thruway Authority 1-518-449-1750

MISSING

RUSSELL JOHN MORT

Born: 9/4/79
CF File No: 1846
Race/Sex: ..... WHITE/MALE
Height: 36 INCHES Weight: 30 POUNDS
Eyes: ..... DARK BROWN
Hair: ..... LIGHT BROWN

slight cief chin, Clark Gable ears

Date Missing: 5/5/82

Call - CHILD FIND INC.
New Paltz, N. Y.
(toll free) 1-800-431-5005

In New York State Call Collect
1-914-255-1848

Thruway Authority 1-518-449-1750

Senator METZENBAUM. As we will hear from today's witnesses, private companies are also contributing to this effort. As Senator Simon pointed out, dairies are printing pictures of missing children on milk containers. Grocery bags, as Senator McConnell has pointed out, bear their likenesses. Utility companies are including such pictures and biographies with their monthly bills. The faces of missing children are flashed 32 times a day on the electronic Times Square billboard.

Mr. Chairman, their efforts have proven successful. After NBC aired pictures of 51 missing children, 11 were found. In California a picture on a milk carton brought home a runaway girl. Telephone calls to the National Center for Missing and Exploited Children have more than doubled.

The private sector should be complimented for its efforts at attacking the problem of missing children. But I think that we in Congress have a responsibility as well. We can do more. We should follow the example set by the private sector. So I want to take this opportunity to announce that later this day I, along with Senator Hawkins, Senator Specter, Senator McConnell, and Senator Simon will be introducing a bill to require most Government mail to portray pictures and biographies of missing children, and this is the kind of envelope, my own envelope that we just had pasted up with a young, little girl who is a missing girl from Cleveland. And I might say that there has not been a Senator whom I have suggested become a cosponsor who has said no, and so I feel confident that by the time we get done there will be unanimity in the Senate.

We can put those pictures on our mail. The bill we are introducing today would require 50 percent of all Federal agency mail and 75 percent of all congressional mail to include a picture and biography of a missing child. And it does not provide any additional money for such activity because there is so little money, if any, involved. According to the Government Printing Office, the cost of adding a picture to the front of an envelope will be between $4 and $5 for every printing run made.

That means that if I print my envelopes and I have 50,000, or 100,000, or 500,000 made, the total additional cost would only be $5. Now, alternatively, it is possible to enclose a card containing the required information or to print the information on the face of a document already being copied in quanity. In no cases would the cost be substantial. I have used a 50-percent figure for Government mail generally because I was not certain as to whether there might be some special problems that the Government and certain agencies might have.

As far as the congressional offices are concerned, it seems to me that on almost every piece of mail we could include a picture. But whether that be the case or not, the figures I have used are 75 percent of all congressional mail and 50 percent of all Government mail other than the congressional.

This measure will enable millions of Americans to join the search for missing children. If it returns only one child, if it provides an answer to just one family, it will be worth the effort. But I believe that it will do even more. I believe that it will return many children, and it will certainly increase the awareness of Americans about a tragic and heart rendering national problem.

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I want to say that I expect to discuss with the chairman and the ranking minority member of the committee which would have jurisdiction of such a bill—not this committee, because it would not have jurisdiction in this instance—as to whether or not they might permit the bill to be held at the desk and passed by unanimous consent. I will also explore that subject with the majority leader of the Senate. I look forward to hearing the testimony of the witnesses today and working with the chairman and the members of this committee in pursuing the legislation that I have just described as well as the many other efforts that are being made in this area. Thank you.

Senator SPECTER. Thank you very much, Senator Metzenbaum. I would like now to turn to the distinguished Senator from Alabama, Senator Denton, for an opening statement.

OPENING STATEMENT OF HON. JEREMIAH DENTON, A U.S. SENATOR FROM THE STATE OF ALABAMA

Senator DENTON. Thank you, Mr. Chairman.

I commend you for scheduling today's hearing on the important subject of missing children. As we approach the day that President Reagan has designated as "Missing Children's Day," it seems appropriate indeed that the subcommittee review the tremendous strides being made by the public and private sectors in the fight to end the tragedy of missing children.

Mr. Chairman, missing children are a growing national tragedy. The Department of Health and Human Services has estimated that each year approximately 1.8 million children are missing from their homes for varying periods of time. Approximately 90 percent run away for a few days and return home, but at least 150,000 children become victims of custody battles and are abducted by the noncustodial parent, and as many as 50,000 young Americans are reported as having been abducted by strangers. Other children who fall in the category of missing children have been thrown away by their parents, are lost, or have become unidentified victims of accidents or crimes.

Thousands of children and their parents are victimized every year. The children disappear into the unknown. The parents live in an agony of searching for their children with little hope of success. When the parents do meet with success, they find their children suffering lasting physical, emotional, and mental problems.

There is no possible way that we, as outsiders, can even begin to understand the devastating grief of families who must deal with the trauma of a missing child. We may not be able to understand the grief, but we can certainly act to help deal with it. I firmly believe that the Federal Government and the private sector must play a more active role in the process of finding missing children and returning them to their homes.

Under your leadership, Mr. Chairman, and the leadership of Senator Paula Hawkins, the Congress in 1982 passed the Missing Children Act. The act extended the FBI's authority to collect and record data about missing children. It required the FBI to list missing children in a national computer accessable to most police departments across the country. I note that, at a recent FBI oversight

hearing before the Subcommittee on Security and Terrorism, which I chair, Director William Webster reemphasized the commitment of the FBI to assist in the fight against the tragedy of missing children.

The Missing Children Act of 1982 was only the first step to improve the protection of our children. The next phase, complementing the first, was the missing children component of the Juvenile Justice, Runaway Youth, and Missing Children's Act Amendments of 1984, which was signed by President Reagan on October 12, 1984. The purpose of the law is to obtain a greater national commitment and effort to solve the disappearance of so many of our children every year.

The law guarantees coordinated and comprehensive programs at the Federal level to assist local and State authorities in the search for missing children. It provides for the establishment and maintenance of a toll-free telephone line for the reporting of information about the location of missing children. The law also created the National Center for Missing and Exploited Children, a national resource center and clearinghouse providing technical assistance to law enforcement officials. The National Center has already established itself as an effective weapon in the fight against the tragedy of missing children. Complementing the efforts of the National Center is the Federal Parent Locator Service of the Department of Health and Human Services, which has now been extended to be used in parental kidnaping cases.

In addition to the Federal response to missing children, I am heartened by the degree of involvement by the private sector. According to a recent directory published by the National Center, there are 86 organizations, located throughout the country, that provide assistance in locating missing children. I understand that the directory will list well over 100 organizations when it is next updated. Included among the organizations in the 1986 directory is the Portraits International Corp. of Mobile, AL, which is the Nation's largest producer of preschool portraits in child care locations.

The private sector involvement goes far beyond those established programs. One need only pick up a milk carton in Washington, DC, or ride a bus in Chicago, to see pictures of missing children. Those and other efforts show the depth of involvement by the private sector.

Another example of the depth of involvement is Curtis Jones, a trucker from Cullman, AL, who uses his trucks as a type of rolling billboard displaying pictures of missing children.

The private sector is to be commended for its innovation and commitment to resolving the national tragedy of missing children.

Mr. Chairman, I look forward to working with you, with Senators McConnell, Simon and Metzenbaum, who have an established expertise in the field of missing children, and with the other members of the subcommittee to ensure a continued Federal response to the plight of the more than 1 million children who are listed as missing from their homes each year.

Thank you, Mr. Chairman.

Senator SPECTER. Thank you very much, Senator Denton. I think it is a tribute to the importance of this hearing that we have so many subcommittee members present.

Without objection, I would like to have made a part of the record the very extensive list of private sector initiatives for child safety. It is a very impressive list, a very long one, and it shows the growing concern and interest in this issue.

[Private sector list follows:]

THE WHITE HOUSE

WASHINGTON

PRIVATE SECTOR INITIATIVES FOR
CHILD SAFETY

National Center for Missing and Exploited Children
The National Center for Missing and Exploited Children is a national clearinghouse for information on the estimated 1.5 million children reported missing each year. The Center was established in 1984 to initiate a nation-wide effort to protect children and to provide direct assistance in handling cases of child molestation, child pornography and child prostitution. It is a nonprofit corporation, chartered for the purpose of operating a national resource and technical center to deal with the issues of missing and exploited children mandated by the U.S. Congress. Initial funding for the center came from the Office of Juvenile Justice and Deliquency Prevention at the U.S. Department of Justice, the federal agency responsible for administering the missing and exploited children program. In its activities, the Center works under a cooperative agreement with the U.S. Justice Department.

National Child Safety Council
The National Child Safety Council, a non-profit charitable organization, was the first to address the issue of missing and abducted children some thirty years ago. The Council works in close cooperation with the National Center for Missing and Exploited Children and the U.S. Justice Department. The Council took the lead in developing the highly publicized and successful national program using milk cartons to advertise missing children and the "Safetypup" campaign.

WVUE-TV, New Orleans, La.
WVUE-TV of New Orleans has begun a "Child Videoprints" program. Any child can be videotaped free of charge to all parents. The tape will feature voice, height, weight and other distinguishing characteristics. Over 1,400 tapes were requested during the first three days of the program.

CUNA Mutual Insurance Group
CUNA Mutual is assisting the non-profit organization Child Find, Inc., by printing and mailing flyers to credit unions and credit union members throughout the U.S. CUNA is also encouraging other insurance companies to publicize missing children.

National Video, Inc.
National Video, Inc., a video specialty franchise, is dedicated to the Family Image." NVI was first to support industry-wide standards requiring parental consent for children requesting movies rated PG and R. NVI does not offer X-rated films to franchises and strictly regiments the display of any X-rated films in a NVI store.

Safeway, Inc.
Safeway has instituted a new public awareness effort to assist in locating missing children by inserting photos of missing children and parental safety tips inside photofinishing envelopes. In addition, stores post photos of missing children on a rotating basis. Photos are also printed on grocery bags and milk cartons.

Comtron Corporation
Comtron Corporation and video software dealers from around the country have contributed the full costs of printing the National Center for Missing and Exploited Children's Selected State Legislation: A Guide for Effective State Laws to Protect Children.

Acacia Life Insurance Group
The Acacia Life Insurance Groups, in conjunction with Mobil Oil Company, is sponsoring a year-long public awareness and educational campaign in D. C. Photos of missing children will be posted in libraries, schools, and Mobil stations in the D. C. metropolitan area. Hundreds of 30-second spots giving safety tips will be televised.

Woolworth Company
The Woolworth Company, through its divisions and subsidiary stores, assists the National Center in locating missing children through internal news bulletins and displaying posters. This effort will reach over 125,000 employees and 600 million customers through its more than 5,000 outlet stores.

K-Mart and Guardian Corporation
The K-Mart/Guardian Corporation will enclose pictures and descriptions of missing children as well as safety tips in photofinishing envelopes nationwide. K-Mart processes approximately 43 million bags of photographs through 2,000 stores every year.

American Gas Association
The American Gas Association is spearheading a nationwide gas utility industry campaign. Photos and prevention tips will be distributed directly to over 43 million households.

Bekins Van Lines
Bekins has contributed the design, graphics and printing costs of the National Center's "Child Protection" brochure. They will distribute the brochure to their employees and customers as well.

Southland (7-Eleven Stores)
Southland is disseminating crime prevention advice through brochures and the radio. The radio show features "McGruff," the crime prevention comic dog, delivering child safety tips. There are now approximately 1,500 McGruff houses at 7-Eleven stores providing information.

NASCAR (National Association of Stock Car Automobile Racers)
NASCAR has formed a partnership with the National Crime Prevention Council to promote protection of youth. They will distribute materials to over 250,000 people at 65 different locations this summer and are further committed for the next two years.

Wendy's International
Wendy's has created and developed the "Family Calendar." They have established a revolving fund to allow community groups without resources to purchase the calendar at cost and then resell them, thus educating the public while earning funds for community improvements.

Shaw-Barton
Shaw-Barton, calendar manufacturers, has assisted Wendy's with the design and promotion of the "Family Calendar" and has made a grant to help underwrite its creation.

General Mills
General Mills has put crime prevention tips for children and parents on cereal boxes. In a Sunday supplement, General Mills offered the public a Child Safety Kit in exchange for four proofs-of-purchase. The public requested over 40,000.

Aetna Life and Casualty
Aetna printed the children's protection kit, "Youth Can Prevent Crime." They also staged an employee-focused crime prevention education fair at their Hartford headquarters, including information for parents concerned with child safety. Over 3,200 employees gave up their lunch hour to attend.

Chevron
Chevron is underwriting the general crime prevention kit in Spanish. Much of the kit's information includes pieces on child protection.

Quality Inns International
Quality Inns have implemented a program to locate missing children as well as provide educational materials. In every Quality Inn lobby, a direct access line to the National Center for Missing and Exploited Children is provided. Missing children's photos are posted and safety tips are distributed as well.

Ringling Brothers and Barnum and Bailey Circus
SAFE KIDS clubs are set up all along the circus route. As a club member, children, when accompanied by a parent or guardian, are fingerprinted and photographed. This information is then turned over to the parent. The child receives a club membership card, balloons, buttons and safety tips brochure.

RKO-Television
As a result of the filming of the TV documentary, "The Changing Family," RKO-TV compiled thousands of local resource directories and distributed them to schools, hospitals and churches. Complimentary tapes of the TV series were made available to the government, companies and local communities as well as special showings for the Senate Caucus on the Family, the Department of Health and Human Services, and National Family Week. In addition, RKO co-sponsored a symposium in Washington, D.C., on the "Family in the Workplace."

Parade Publications
Parade magazine, having the largest circulation of any magazine in the country, has devoted three cover stories to the problem of runaway and homeless youth in this country and is preparing a fourth article to be printed this summer. Parade has also published articles on child abuse and neglect, emergency health for children, adoption and foster care.

Children's Institute International
This non-profit community organization represents the abused children of the McMartin Pre-School in Manhatten Beach, CA.

Marvel Comics, Inc.
Marvel Comics produced and printed 1 million copies of the Spiderman comic series on child and sexual abuse prevention. These will be distributed nationwide to educate children.

Levi Strauss, Inc.
The Levi Strauss Foundation has provided financial support to initiate and sustain the Parents Anonymous program.

Parents Anonymous
Parents Anonymous is a self-help support group for parents who have abused or are at risk of abusing their children. A national network of local chapters involves thousands of volunteers who help these families.

IBM, Inc.
IBM has donated the full-time use of a management executive to assist in the planning of the seventh National Conference on Child Abuse and Neglect.

National Council of Jewish Women
The National Council of Jewish women has been instrumental in promoting the expansion of the Court Appointed Special Advocates (CASA) program. Specially trained volunteers work with the juvenile justice and court system to represent the best interests of abused and neglected children who have become involved with the court system.

Illinois Department of Children Youth and Family Services
The Illinois Department of Children, Youth and Family Services is establishing a computer based linkage between the runaway youth service and the statewide program for missing children.

The National Retail Druggists Asscciation
The National Retail Druggists Association has distributed thousands of Health and Human Services' brochure, "Tips to Parents - Child Sexual Abuse Prevention" through druggists in its organization.

McArthur Dairy
This dairy displays photographs of missing children on the panels of milk cartons in an effort to aid in their identification and reunification with their families.

General Federation of Women Clubs
The Federation has conducted a nationwide public education and awareness project on prevention of child abuse and neglect.

Nestle Food, Inc.
Nestle is presenting photos of missing children on displays in over 5,500 supermarkets nationwide. It is estimated that the scope of this effort could reach 80 million people per week.

Child Help US.
Child Help USA coordinates an extensive network of residential treatment centers which work with severely abused and neglected children and their families. Child Help sponsored a television special, "Child Abuse: Will We Hear Their Cry?" On May 9, 1985, Child Help USA will honor Mrs. Bush at its Woman of the World award luncheon.

Aunt Martha's Outreach Program
Aunt Martha's Youth Service Center, Inc., a runaway and homeless youth shelter in Cook County, Illinois, has developed an innovative outreach effort involving two truckstops on the interstate highways crossing Cook County. Outreach workers from Aunt Martha's provide counseling and transportation to the shelter for runaways passing through. Posters and brochures describing the shelter's programs are displayed. In 1984, over 100 youth were reached through this program with 95% being reunited with their families.

Mobil Oil Company
The Accacia Group and Mobil Oil Company are sponsoring a year-long effort in the Washington, D.C., area consisting of three hour-long prime time TV specials and weekly announcements. The

project also includes displaying posters in libraries, schools and recreation centers.

Trailways Corporation
In 1984, Trailways Corporation and the International Association of Chiefs of Police established "Operation Home Free" to reunite runaway children with their families. A child identified as a runaway who agrees to go home will be given free transportation aboard Trailways to his or her home community. The parents are notified and agree to meet the child. Local runaway and homeless youth projects help secure information and necessary authorizations and inform young people in their shelters of the program.

Jack Rabbit Lines, Inc.
The local Jack Rabbit bus line, which serves the Mountain Plains states, has joined with Trailways, Inc., to expand the free ride home project in their region of the country. Jack Rabbit Lines provides free transportation home to youth within its service area or to a location where a connection can be made with a Trailways' line.

Texize
Texize, a division of Dow Chemical, has developed a child's personal phone safety book.

Senator SPECTER. At this time I would like to call our first witness, and I would like the following two witnesses to be seated along with Mr. Howell, Mr. Ray Timothy, group executive vice president of the National Broadcasting Co., and Captain Therese Rocco of the Pittsburgh Police Department. We shall open with you, Mr. Jay Howell, who is the Executive Director of the National Center for Missing and Exploited Children, who has provided leadership. We might say that Mr. Howell is the 101st Senator on this issue, but that might not give him the appropriate ranking. But he has been a leader in this field for some time and combines a talent for substantive knowledge with communicative skills.

Mr. Howell, we welcome you here and look forward to your testimony.

STATEMENT OF JAY HOWELL, EXECUTIVE DIRECTOR, NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN, WASHINGTON, DC

Mr. HOWELL. Thank you, Senator Specter. It is a particular pleasure to appear in front of this subcommittee after speaking in front of legislative bodies around the United States of elected officials, it is particular nice to be among old friends. This issue does not have that many old friends, but the individual members who are on this subcommittee are old friends of this issue. Your leadership starting 4 years ago in the Senate, Senator Denton, Senator Metzenbaum here also, then Congressman Simon, and of course the great work that then County Executive Mitch McConnell was doing in Kentucky make this a pretty special group, and there are not that many special groups around the country who have that kind of a record and who have demonstrated the personal, exemplary commitment to the issue of missing or exploited children. And I know you all have the appreciation of hundreds of parents and law

enforcement agencies around the United States. But that needs to be stated publicly because it is very real and very true.

I have a statement that I would like to enter into the record. There are some things from the statement I would like to mention.

Senator SPECTER. It will be made a part of the record in full, and, as you know, Mr. Howell, from your vast experience here, we would appreciate your summarizing and leaving the maximum amount of time for questions and answers. We have a lot of questioners here today.

Mr. HOWELL. The National Center was established to initiate a nationwide effort to protect children and to give specific assistance in terms of cases of child molestation, child pornography, child prostitution, and missing children. We were very fortunate in securing the services of professionals from around the United States who had professional, personal, hands-on backgrounds in crimes against children. Two of those people are from the Missing and Exploited Child Unit in Louisville, KY. We have a psychiatric social worker from Alabama. We have a former law enforcement officer and administrator from Chicago, and about 10 additional States around the United States that are represented in that group.

Our goals are very simply to reduce crimes against children, and second, to assist law enforcment and social services in dealing more effectively with those cases when they do occur.

We have distributed about 75,000 publications since the first of this year, information, resources on different parts of these issues. Our State legislation guide on laws to protect kids has been distributed in all 50 States. We have been in somewhere over 20 States to train over 7,000 law enforcement and social services professionals on how to investigate and handle cases of crimes against children, from interviewing techniques to child sex rings to courtroom procedures right on down the line. We have received about 30,000 telephone calls over that 800 line since its inception in mid-October; 4,000-some of those calls were from individuals who believed they had information about the location of a child.

As you will hear today, the telephone calls at the end of the broadcast of the television movie Adam that occurred this April were twice the number of calls that we received after the second viewing last April, which was something that I do not think any of us anticipated.

The National Center itself is not a location center, an investigative agency, or a legal services provider. Since the inception of the center, we have come into contact with cases of over 870 children who have been recovered. That is not to say that the center recovered them because we don't recover children. We provide technical assistance, the 800 number, and a variety of resources that help other people to locate children, such as evidenced by the television movie Adam.

And I think it's worth mentioning the pioneering efforts of NBC in that program because the efforts that went into the establishment of that kind of an 800-telephone line and the display of those pictures was not an easy process, and I think the network deserves a lot of credit.

I think we may have underestimated the needs of the Nation in regard to this issue. We currently receive over 1,000 telephone calls

a day at the center. We get over 400 pieces of mail. We have requests for all kinds of asssistance.

I think that, if anything, we also see regular evidence of misinformation and misunderstanding in regard to the issues of missing and exploited children and the numbers of victimized children. Often the sources of this inaccurate information are individuals, agencies, and organizations that do not have a particular professional background in crimes against children.

I would like to add as a part of the record a statement that we recently prepared and this week released in regard to statistical information on what is known, about three pages of what is known on the issue of missing and exploited children.

Senator SPECTER. Without objection, it is admitted.

Mr. HOWELL. The last thing I would like to mention is this: As we move into a new era of concern about exploited children, victimized children, and missing children, the National Center sees a critical need for well considered direction and careful guidance on this issue. We dc not want the awareness and sensitivity and increased attention to be abused in a cavalier atmosphere on in exploitation of the issue and of the programs.

We do not want families and children to be afraid. We simply want them to be careful.

Finally, I would like to mention the names of three children. You have before you private sector individuals like Trailways that really stepped forward in an innovative campaign. I do not think that most people know, however, that that Trailways bus right there that is on that display board is Adam Walsh's personal Trailways bus. That was his toy. And I think they should be commended for the thousands of children that they have brought home in that program.

That is all the good news, but there is always a little bit of bad news, and here it is: Despite all the progress that we have made, we have a long way to go. May 25 is Missing Children's Day, next Saturday. That is named because of the disappearance of this boy, Etan Patz, 6 years old, New York City, 1979, disappeared on his way to school. That day is honored because of his disappearance. What is amazing is that remember the work that went into the legislation. I remember then Congressman Simon telling me specifically that he wanted the NCIC system upgraded as a part of that work so we could take more descriptors, and the FBI did an excellent job in upgrading that system because now it will take dental charting, medical scars, blood type, optical statements, and other forensic identifiers about children.

What is sad? A couple of months ago we ran Etan Patz, probably the most famous missing child in America. His mother is on the Attorney General's Advisory Board on Missing Children. Yet did we find the dental charting, the medical scars, and the other information in NCIC about that child? No. Cherrie Mahan, there is her picture right there. Cherrie is missing from around the Pittsburgh area, disappeared in February of this year. This is her picture. She is another example of the same kind of problem that we have. She has been gone since February. This morning I ran the recoup through NCIC to determine what is in that record keeping system.

Now, despite the fact that Cherrie has dental work, has suffered a broken arm, medical scars from a dog bite, that information is not available to law enforcement around the United States because that information is not in NCIC. So while we have accomplished a lot—and we really have—we have a long way to go to decide how seriously we are really going to take it.

Personally, I have the greatest hope for the future in the private sector. I really think that is important, and I am glad that you all have taken the time to address it here today because I think that may be our best hope for the future. The kind of programs and financial resources that they can provide may enable us to continue all the work and to really make it have a substantial impact, the work that you all started so many years ago.

[The prepared statement of Mr. Howell and the statistical report on missing children follow:]

Prepared Statement of Jay Howell

The National Center for Missing and Exploited Children was established to initiate a nationwide effort to protect children and to provide assistance in handling cases of missing children, child molestation, child pornography and child prostitution. The Center is a non-profit corporation chartered for the purpose of operating a national resource and technical center to deal with the issues of missing and exploited children. Initial funding for the Center came from the Office of Juvenile Justice and Delinquency Prevention at the United States Department of Justice. The Center officially began its operation in mid-June of 1984. The Congress of the United States mandated by legislation enacted into law in the fall of 1984 that such a national center exist.

The core of the Center staff is a select group of former criminal justice system and youth services professionals who have worked on the state and local level around the country and who have broad expertise in handling cases of child victimization. We were very fortunate in securing the services of former prosecutors, police investigators, social services professionals, counselors and therapists, and probation and parole officers to staff the National Center for Missing and Exploited Children. The professionals who helped launch the National Center have had direct experience in the criminal justice and social services systems of more than ten states.

The goals of the National Center are one, to reduce the incidence of crimes against children, and two, to assist the criminal justice system in dealing more effectively with these tragedies when they do occur.
The services of the National Center focus on two different areas. The first involves the Division on Operations and Technical Assistance, and the second involves the Division on Education, Prevention, and Public Awareness. The Operations and Technical Assistance Division provides training assistance to law enforcement and child protection agencies; assists individuals, agencies, and state and local governments involved in locating missing children and

investigating and prosecuting cases of abducted or exploited children; and administers a national toll-free hotline to report information regarding the location of missing children.

The Education, Prevention, and Public Awareness Division of the National Center provides information and advice on effective state legislation to ensure the safety and protection of children; develops prevention and education programs for parents, schools, and communities; disseminates information regarding proven techniques for implementing educational programs; provides outreach programs to alert our society about the nature and extent of child victimization and exploitation; and coordinates among missing children groups, families, law enforcement, and the media to distribute photos and descriptions of missing children.

In the eleven months since the Center officially opened its doors, we have developed and distributed five publications - a Directory of Support Services and Resources for Missing and Exploited Children, a guide to Selected State Legislation, a Parental Kidnapping handbook of instruction, an education and prevention brochure containing safety and precaution tips for preventing child abduction and exploitation, and an informational brochure. We have distributed over 75,000 of these publications, free of charge, to concerned citizens and organizations throughout the United States.

The National Center has developed an education and information program to assist state legislatures in developing effective laws to protect children. The guide to Selected State Legislation has been distributed in all fifty states and has been credited with the initiation and enactment of many new laws to protect children. Individuals representing the National Center have personally appeared in over thirty states in regard to this educational effort for state laws to protect children.

The National Center's technical assistance team of former law enforcement and social services professionals has trained over 7,000 law enforcement and social services professionals in more than twenty states. The National

Center for Missing and Exploited Children has been at the heart of recent efforts to develop a nationwide curriculum for the training of individuals involved in the investigation and prosecution of crimes against children. We have assisted families, law enforcement agencies and social services programs in all fifty states.

In May, the National Center will issue its first in a series of education and prevention materials for the home, the school, and the community. The Center is developing a completely new approach to the education of children in self-protection measures. We hope to distribute this information to families, schools and communities nationwide.

In October 1984, the National Center opened up its national toll-free hotline number to be used primarily for the reporting of information regarding the location of missing children. From the inception of the hotline until March 31, 1985, we received over 21,892 calls--including 2,098 calls from individuals reporting information concerning the location of a missing child, 1,216 calls reporting cases of children who have voluntarily left home, 1,761 calls reporting cases of non-custodial abductions, 226 calls reporting cases of children kidnapped under unknown circumstances, and 190 calls reporting cases of child sexual exploitation. In addition, we have received 16,401 requests for information and general assistance.

On April 29, 1985, the NBC television network for the third time displayed pictures of missing children at the end of the broadcast of the television movie ADAM. Our toll-free lines, staffed by dedicated volunteers and the employees of the Center, received more than twice the number of telephone calls that had been recorded at the end of the second telecast of ADAM one year earlier. In the four days after the third telecast of the movie, 7,476 calls were received. Seven children were identified and recovered as a result of this particular display of pictures.

The National Center for Missing and Exploited Children is not a location center, an investigative agency or legal services provider. Instead, the Center is a clearinghouse providing resources through its training, technical

assistance, and the 800-number for individuals and agencies around the United States to assist in the recovery of missing children. Since the inception of the Center, 870 children whose cases had come to the attention of the National Center have been recovered and safely returned home. This is not to say that the National Center has recovered these children. Rather, we have assisted others in the recovery of these missing children.

The National Center for Missing and Exploited Children has been very fortunate to receive critical assistance in terms of manpower and resources from individuals and organizations throughout the United States. Over 150 volunteers assisted the National Center in the administration of the toll-free lines after the television movie ADAM. In addition, the National Center has a regular group of over 100 volunteer associates who provide critical assistance to the programs of the Center. The private sector has been very supportive of the programs of the National Center and has stepped forward in many significant ways to assist us in our efforts to reduce child victimization. We cannot succeed without their help. The list of individuals, organizations and companies that have provided critical assistance is very long indeed. We are deeply in their debt.

In establishing a national center for children, we may have underestimated the critical needs that exist in this country for information, assistance, and advice on the issue of child victimization. The staff of the National Center is now at 32 persons. Each day we receive over 600 telephone calls for information or assistance. In addition, the toll-free telephone line now takes in over 400 calls per day. We receive over 400 pieces of mail each day, and we distribute over 1,200 pieces of written correspondence or information weekly. Each week we receive approximately 150 inquiries concerning the public display of pictures of missing children.

The National Center for Missing and Exploited Children has received great cooperation and assistance from the Office of Juvenile Justice and Delinquency Prevention of the United States Department of Justice. The Federal Bureau of Investigation has been extremely helpful and cooperative in

establishing these critical programs to aid children. We have developed a very productive working relationship with state and local law enforcement agencies throughout the country. The Congress of the United States and its individual members have been particularly helpful in providing a wide variety of resources and assistance to the Center in its initial months of operation. In general, we have witnessed a far-reaching and dramatic increase in the willingness of this society to address the issue of protection and safety of its youngest members.

Our course has not been without its own obstacles, however. Unfortunately, we see regular evidence of misinformation and misunderstanding in regard to the issues of missing and exploited children and the numbers of victimized children. Often the sources of this inaccurate information are individuals, agencies, and organizations that do not have have a professional background in crimes against children and who have not thoroughly studied the issues.

As we move into a new era of concern and awareness, the National Center sees a critical need for well-considered direction and careful guidance in the child protection movement. We do not want to see the heightened awareness and sensitivity to these issues abused in a cavalier atmosphere or in programs which exploit the issue of missing or victimized children. We do not want families and children to be afraid. We simply want them to be careful.

We believe that the greatest hope for the future lies in three particular areas: first, effective education and prevention programs for the home, the school and the community. Second, effective training for criminal justice system and social services professionals who must deal with these cases every day. Third, the enactment of state laws to protect children.
The real challenge for the future is to ensure that the heightened awareness and attention to child victimization becomes a foundation for constructive programs to ensure the safety and protection of our youngest citizens.

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BACKGROUND INFORMATION ON
MISSING CHILDREN

MAY 1985

No one is certain of the exact magnitude of the problem of missing children in the United States. While we do understand some of the parameters of the problem, there is much that we do not yet know. For this reason, the Congress of the United States, in October 1984, mandated national incidence studies on the problem of missing children. In the upcoming months, the Office of Juvenile Justice and Delinquency Prevention of the Department of Justice will be conducting these studies.

Some facts are known. The National Crime Information Center, administered by the Federal Bureau of Investigation, maintains a computerized system which can be used by local law enforcement agencies to report cases of missing persons. In 1984, the system received reports of over 212,000 cases of missing children in the United States. However, this does not fully describe the number of cases of missing children because this system is still significantly underutilized by law enforcement agencies and, in addition, many cases remain unreported to official agencies. Thousands of cases of missing children are simply not entered. A total of over 247,000 cases of missing persons (adults included) were reported to this system in 1984. 238,000 records were removed during the same year. Official records entered into this system show evidence of the existence of over 28,000 cases of missing children currently missing as of a particular date.

Some data from local and state agencies does provide important information on the numbers of missing children in the United States. A report prepared by the Illinois Department of Law Enforcement in March 1984 indicated that the Chicago Police Department reported 13,291 persons under the age of 17 as missing during 1980. Eight thousand of these records were classified as children who had voluntarily left home. At the end of March 1985, the State Clearinghouse administered by the State of Florida Department of Law Enforcement reported 3,054 cases of children currently listed as missing in that state as of that date.

As one will discover from reading this text, the traditional definitions of "runaways," "parental kidnappings," and "stranger abductions" are oversimplified, misleading, and often inaccurate. In addition, traditional law enforcement record-keeping systems do not accurately reflect and identify these populations.

The Definition of "Missing Children"

It is important to note that the United States Congress and the legislatures of several states have recently defined the concept of missing children. In October 1984, the United States Congress defined the term "missing children" to include any individual under 18 whose whereabouts are unknown to the individual's legal custodian if either the circumstances indicate that the child may possibly have been abducted or the circumstances indicate that the child is likely to be abused or sexually exploited. The National Center for Missing and Exploited Children regards any child whose whereabouts are unknown to their parent, guardian, or legal custodian as a "missing child." All available evidence indicates that any child who has lost his or her home for any reason is indeed at risk.

Children Who Are Voluntarily Missing or Abandoned

A national statistical survey commissioned by the United States Department of Health and Human Services in 1976 estimated that, at that time, 733,000 children voluntarily left home annually. The Inspector General of the Department of Health and Human Services in October 1983 made a "conservative" estimate of 1,155,384 runaways or homeless youths annually in the United States. The Inspector General's report concluded with the following two paragraphs:

> "Police and juvenile probation respondents consistently advised us that only one in four or one in five runaways/ homeless whom they see is ever arrested, detained or officially counted and that many runaways are not reported as missing by their parents. A statistically structured study in California found that only one in six runaways is reported as missing by parents or guardians and that only one in five runaways knows about the availability of runaway shelters. Applied against even the most conservative number of counted youth identified above (558,662), these multipliers of four to six would mean that runaway and homeless youth exceed two million nationally.
>
> "A conservative conclusion is that (a) many runaways and homeless youth are not counted in any official statistics, (b) there never has been a national statistical study of both runaway and homeless youth, (c) this group is notoriously difficult to count and (d) estimates over one million are fully consistent with the judgment of police, school and other officials about the overall number of runaway and homeless youth in the U.S."

The professionals who have had direct experience with these cases have learned that this is certainly an endangered group of children who are often the victims of street crime or exploitation. Unfortunately, many of these children end up as homicide victims. Many children who have voluntarily left home may be fleeing from physical, sexual, or emotional abuse. Recent studies by the Louisville/Jefferson County Exploited and Missing Child Unit in Kentucky have shown that up to 11 percent of the children who have voluntarily left home end up as victims of criminal or sexual exploitation during their time away from home. By all indications, this is a large population of children who are most certainly at risk.

Finally, there is a population of children in this country who are "kicked out" of their living situations or abandoned under a wide variety of circumstances. Though their cases seldom come to the attention of the authorities, these children are certainly properly considered as lost or missing. The number of children who suffer this fate is difficult if not impossible to determine.

Parental Kidnapping

Estimates from various organizations of the number of children who are the victims of non-custodial parental kidnapping vary from 25,000 up to three quarters of a million cases each year. A preliminary survey directed to estimate the national incidence of parental child-snatching was reported in the Journal of Marriage and the Family in August 1984. That study, conducted by the University of Rhode Island and Lou Harris and Associates, estimated 459,000 to 751,000 incidents of child-snatching each year. Interviews with officials in the Santa Clara County, California District Attorney's office indicate an estimated 1,000 inquiries a year from parents who suspect that this crime may have been committed in that jurisdiction. There are no surveys or estimates of the incidence of parental kidnapping that have gained widespread approval or support.

No one knows the true parameters of this part of the problem of missing children because there currently exists no effective record-keeping system to determine the extent of the problem. Experience has taught us that this, too, is an endangered group of children who are often exposed to neglect, emotional trauma, or physical abuse.

The definition of the crime of "parental kidnapping" or "custodial interference " is determined by individual state statutes.

Abduction or False Imprisonment
of Children by Non-Family Members

Estimates of the number of children who are abducted or falsely imprisoned by an unknown individual or non-family member each year vary greatly. Some estimates place this number between 4,000 to 7,000, while others indicate that this may be happening to as many as 20,000 children each year, and possibly more. One estimate by the United States Department of Justice has indicated that this may be happening to as many as 5,000 children each year (Attorney General, June 1984).

One of the critical difficulties in establishing effective statistics in regard to this particular kind of abduction has to do with legal, statutory, and practical interpretations of abduction and false imprisonment. One common misunderstanding occurs because many individuals and official organizations anticipate that most children who are abducted by unknown individuals or non-family members will be gone for a substantial period of time, sometimes forever. The reality is that there are thousands of children in this country who are kidnapped or falsely imprisoned each year by non-family members or unknown individuals--and yet they only remain missing for a number of minutes or hours. This situation often involves the kidnapping or false imprisonment of a child for sexual abuse or exploitation. In legal, statutory, and practical terms, these children are missing and are the victims of abduction or false imprisonment by non-family members. These cases are typically recorded as sexual offenses rather than as abductions.

There are at least three other classifications of missing children who are in fact the victims of abduction or false imprisonment by non-family members but whose cases are never recorded as such. One group is the children who are classified as voluntarily missing or labeled as "runaways" simply because of the age of the child. In many cases, the circumstances discovered later indicate that these children were the victims of abduction or homicide. Another population of abducted missing children are those who are classified as voluntarily missing simply because of an absence of explicable facts upon which to conclude that the child is a victim of foul play or abduction. Unfortunately, many of these children are victims of abduction or exploitation or even murder, but because of a lack of evidence indicating an abduction, these cases are recorded as "runaways" or as "unexplained." Another group of cases that are rarely included in the abduction category are those situations where the child has voluntarily left his or her home and yet ends up as a victim of abduction or murder. This is a significant population of children at risk whose cases are rarely known to authorities or properly classified.

When we finally apply proper legal, statutory and practical interpretations to this part of the problem of missing children, we will certainly learn that this is a tragedy that affects many thousands in this country each year.

The Link Between Missing and Exploited Children

Recent studies conducted by the Exploited and Missing Child Unit in Louisville, Kentucky, have shown that as many as 85 percent of the children who have been criminally or sexually exploited were in fact missing at the time of the act of exploitation. The condition of being "missing" increases the probability of child victimization.

Senator SPECTER. Thank you very much, Mr. Howell. There will doubtless be questions to you which will enable you to expand upon your comments, picking up on some other points that you have an interest in in response to specific areas of concern.

We would like to turn now to Mr. Ray Timothy, the group executive vice president of the National Broadcasting Co. operating out of New York, and we commend your company and you, Mr. Timothy, for your leadership in airing the program "Adam." I think that program more than any other single item, has created an enormous national concern about missing children, and the power of television is overwhelming. The greater extent that we can harness it for finding missing children and other worthwhile objectives, it is something we really ought to strive for. So we thank you for your efforts and look forward to your testimony this morning.

STATEMENT OF RAY TIMOTHY, GROUP EXECUTIVE VICE PRESIDENT, NATIONAL BROADCASTING CO., NEW YORK, NY

Mr. TIMOTHY. Well, Mr. Chairman, thank you for those kind remarks and thank you for the opportunity given NBC to provide you with information about what we have done about this terrible problem.

To that end we have submitted to you and your committee a nine-page statement outlining much of the activity that we have done in this area.

This morning I would like to just read some brief excerpts from that document. What we have done is worked with private and public agencies specializing in the problem of missing children. We have used the resources of television in innovative ways to get at the problem. Our effort has been many faceted, involving a number of our NBC divisions.

In addition, many of our affiliated stations, which are privately owned, in addition to carrying our programs and our public service announcements, have done programs on their own on this subject. But our principal effort, as you have mentioned, has been the 2 hour, made for television movie "Adam," which has been seen on NBC on three separate, prime time airings, first in October 1983, April 1984, and April 1985.

The program has been seen, it is estimated by the Nielson Co., by 85 million different people, which is roughly one-third of the population of the United States. The program was created for us by the Landsburg Production Co., and it tells the true story of the disappearance of the disappearance of the 6 year old son Adam of Mr. and Mrs. John Walsh and John Walsh's heroic efforts, first to organize a search, and later to create a means to help frustrated parents in a similar position in finding their missing youngsters.

Under our guidance, "Adam" became the springboard for an extraordinary partnership between network television and public and private agencies with the goal of combatting a serious national problem.

Briefly, each "Adam" program contained a rollcall of names and photographs of missing children. On the third broadcast, the rollcall was introduced by President Reagan. Forty missing children

were recovered as the result of our programs, and additional reported sightings are under investigation.

In addition, all of the five NBC-owned television stations and many of our affiliated stations have carried a parallel project called "Child Search," which has resulted in the recovery of 15 additional children.

Finally, let me just say that NBC has always recognized that broadcasting has an important role in helping society recognize and learn more about its problems. This project, "Missing Children," is in that tradition. And, for your information, I attached to this statement letters we have received from President Reagan, Senator Paula Hawkins, and Senator Paul Simon commending the "Adam" project. Thank you.

Senator SPECTER. Thank you very much, Mr. Timothy. Mr. Timothy, your full statement and those letters will be made a part of the record.

[The prepared statement of Mr. Timothy and letters follows:]

Prepared Statement of Ray Timothy

My name is Ray Timothy. I am a Group Executive Vice President of the National Broadcasting Company. Among my areas of responsibility is the NBC Television Network.

I am pleased to be here today to give you a brief review of the 3-year effort by NBC to help with one of the nation's most severe social problems, that of missing children. Working with private and public agencies specializing in the problem, NBC has used the resources of television in innovative ways. Our effort has been many-faceted, involving a number of NBC divisions, including the NBC Television Network, the NBC Television Stations Division, NBC News' Affiliate Services, and NBC Corporate Communications. In addition, many NBC affiliated stations (which are independently owned) have actively participated not only by carrying NBC network programs and materials, but have themselves originated local programs dealing with this problem.

Our principal effort has been the highly regarded made-for-television film ADAM. This 2-hour movie, made especially for presentation on the NBC Television Network, has been broadcast nationally by us on three occasions: October 1983, April 1984 and April 1985. It has been seen, in whole or in part, by an estimated 85 million different people. Created for NBC by Landsburg Productions, it tells a true story of the disappearance of the 6-year old son, Adam, of John and Reve Walsh, and John Walsh's heroic efforts first to organize a search and later to create a means to help frustrated parents in a similar position in finding their missing youngsters.

With strong performances by Daniel J. Travanti and JoBeth Williams as the mother and father, ADAM has won numerous awards and the praise of critics across the nation for its artistic excellence and dramatic impact.

More important, however, under NBC's guidance ADAM became the springboard for an extraordinary partnership between network television and public and private agencies with the goal of combatting a serious national problem. Immediately after the initial ADAM telecast, NBC ran an "epilogue" featuring a roll call of names and photographs of 55 actual missing children. These were supplied by Child Find, Inc., a nationally accredited non-profit organization, and by Find the Children, another non-profit group founded by ADAM producers Linda Otto and Landsburg Productions. At the end of the roll call, viewers were given a toll-free number to phone in any information they had on these children.

The response was dramatic and unexpected, swamping the switchboard. By week's end, 10,000 calls had come in. That first broadcast resulted in the recovery of 12 children.

Following that initial success, the support and encouragement of NBC has made possible the continuation and expansion of the ADAM project. ADAM was rebroadcast in April 1984, with an updated roll call; with innovations to make the "hot line" more effective; and with a wider involvement with government and voluntary agencies. 40 telephone lines were set up, giving instant access to the FBI's National Crisis Information Center and the National Law Enforcement Telecommunications System. The lines were operated by the Florida Missing Children Information Clearing House, manned by volunteers from the Clearing House, the Adam Walsh Resource Center and two other agencies, and were funded by the Office of Juvenile Justice of the U. S. Department of Justice. The second airing of ADAM brought the total number of missing children recovered to 32.

On April 29, 1985, NBC devoted 3 full hours of network prime time to the problem of missing children and missing persons. The first 2 hours consisted of a third broadcast of

ADAM, in which President Reagan appeared on screen to introduce the current roll call of 55 missing children. The third hour was devoted to a special program "Missing...Have You Seen This Person?" It recreated 8 additional real-life disappearance cases; described the work of the National Center for Missing and Exploited Children; and repeated the roll call carried during the ADAM rebroadcast. Within 24 hours, 4 of the vanished children reported in the roll call were found, bringing the total of recoveries to 36, along with 2 more recoveries resulting from the "Missing" program. The total has since increased to 40, and additional reported sightings are under investigation.

NBC, with the assistance of child recovery organizations, has also been conducting a varied and on-going public information campaign in print and broadcast media. Viewers' Guides -- informational publications distributed regularly by NBC in connection with programs we consider of special cultural or educational value -- have been mailed for ADAM on 3 different occasions, addressed to schools, day care centers, missing children organizations and parent groups and selected government and civic representatives. They have included photos of the ADAM roll call children, data on the missing children problem, informational resources for libraries, suggestions for community surveys and community identification programs for children, and suggestions for monitoring state and local legislative activity. The most recent Guide highlighted child safety tips for children, parents and teachers.

Many of our affiliated stations have themselves carried programs, program materials and news items dealing with the ADAM program and the problem of vanished children. Many have tied this local programming to their broadcast of the network programming. For the second and third broadcasts, NBC arranged for affiliated stations to use our new Ku-band satellite to make and record interviews with John Walsh, father of the real

Adam and founder of the Adam Walsh Child Resource Center. NBC has also provided affiliated stations with public service announcements produced in association with the National Center for Missing and Exploited Children and the Find the Children organization. Recently, these announcements have been tailored to the needs of specific regions of the country.

The five NBC-owned television stations, in New York, Los Angeles, Chicago, Cleveland and Washington, D. C., have also been carrying a parallel project, "Child Search". This project, which has also involved other affiliates through the NBC Affiliate News Service, has resulted in the recovery of 15 more children. Each Monday, as part of their local newscasts, the stations broadcast a missing child profile produced by one of the 5 on a rotational basis. Publicity mailings enlist the support of local newspapers in the project. More recently, these profiles have been circulated to our independently owned affiliated stations, many of whom also produce missing-child segments of their own. So far, some 63 youngsters have been profiled in this project.

NBC-owned stations have also been involved in local projects special to their own areas. For example, NBC-owned KNBC Los Angeles instituted a child identification project in cooperation with Safeway Stores, PepsiCola and Find The Children Organization. Nearly 24,000 children in the Los Angeles area were fingerprinted and photographed without charge, to give their parents a precise means of identification in case of emergency. WKYC-TV Cleveland helped bring about the passage of legislation in Ohio against child-stealing, through on-air editorials by station management and testimony before state legislative committees.

NBC has always recognized that broadcasting has an important role in helping society recognize and learn more about its problems. These projects are in that tradition. For your information, I attach to this Statement letters we have

received from President Reagan, Senator Paula Hawkins and Senator Paul Simon, commending the ADAM project.

Thank you.

THE WHITE HOUSE
WASHINGTON

April 30, 1985

Dear Grant:

I welcome the opportunity to congratulate you and NBC for the splendid contribution which has been made by your ongoing telecast of "Adam."

By tying in this film with the efforts of the Walsh family and other child-search projects, public and private, NBC is greatly advancing the cause of locating our missing children.

The rebroadcasts have helped in the return of many youngsters on the Adam Roll Call to their families and have raised enormous public awareness of the overall problem. Largely as a result of "Adam," parents, teachers, and children are more aware of sound safety principles.

I believe the entire nation can be grateful to NBC for its part in that important accomplishment.

Thank you.

Sincerely,

Ronald Reagan

Mr. Grant Tinker
Chairman and Chief Executive Officer
National Broadcasting Company, Inc.
30 Rockefeller Plaza
New York, New York 10112

PAULA HAWKINS
FLORIDA

United States Senate

WASHINGTON, DC 20510

April 30, 1985

Mr. Grant Tinker
Chairman and Chief Executive Officer
National Broadcasting Co., Inc.
30 Rockefeller Plaza
New York, NY 10012

Dear Grant:

Last night I joined with other volunteers in taking viewer calls after the "Adam" Roll Call. The response was truly exhilarating.

I experienced firsthand the extraordinary power this program has in arousing public concern over missing children. Once again, NBC has given invaluable aid to all of us in government and in voluntary organizations who are trying to combat this terrible problem.

This cooperation is in the finest tradition of responsible public service by a broadcast organization.

Sincerely,

Paula Hawkins

Paula Hawkins
United States Senator

PH:hhm

PAUL SIMON
ILLINOIS

United States Senate

WASHINGTON, DC 20510

May 9, 1985

Mr. Grant Tinker
Chairman and Chief Executive Officer
NBC, Inc.
30 Rockefeller Plaza
New York, N.Y. 10012

Dear Mr. Tinker:

NBC's latest airing of "Adam" has again awakened millions to the tragedy of vanished children and the need for greater child safety. I would hope that it will add impetus to the private and public sector initiatives on behalf of missing children that have taken root at the local, state and national levels.

This project has brought new awareness to many, blessed relief to some families, and hope to many, many more.

My best wishes.

Cordially,

Paul Simon
United States Senator

PS/dc

NBC National Broadcasting Company, Inc. 30 Rockefeller Plaza
New York, N.Y. 10112 212-664-4567

Raymond J. Timothy
Group Executive Vice President

July 19, 1985

The Honorable
Arlen Specter
Chairman
Subcommittee on Juvenile Justice
United States Senate
331 Hart Senate Office Building
Washington, D. C. 20510

Dear Mr. Chairman:

I wish to respond to your inquiry to me during my appearance before your Subcommittee on May 22, 1985; and the letter of May 24, 1985 from the Subcommittee to Grant Tinker.

At your suggestion, NBC has taken a long and careful look at our current activities and future plans related to the problem of missing children. We have reviewed both our general direction and specific proposals with national experts, to insure that our endeavors were at the same level of leadership as the other initiatives undertaken since our ground-breaking broadcast of "ADAM" in the fall of 1983.

In terms of regular exposure of information about missing children, we will continue our weekly "Child Search" project into its third year. A profile of a missing child will be produced each Monday by one of the five NBC Owned Television Stations. That profile will then appear in the evening newscast of our stations in New York, Washington, Chicago, Los Angeles and Cleveland, and, judging from past experience, will also be aired by many of the more than 170 NBC Television Network affiliated stations which subscribe to the NBC Affiliated News Service. Not only does this afford regular coverage on a very broad geographic basis, but local and national authorities alike have told us that this project is a very effective way for them to target cases to areas where they may already have leads or possible sightings.

We are also advised that our best contribution may be the special-occasion, high visibility initiatives in the tradition of "ADAM." As you will recall, NBC followed the third and most recent rebroadcast of "ADAM" with an hour special entitled, "Missing: Have You Seen This Person?" which profiled in detail a number of unsolved cases involving both children and adults. Response was terrific, and NBC has commissioned two more such programs, with the intention of broadcasting them in the first six months of 1986. Both these programs will include information about a number of missing children. They will conclude with the National Center for Missing and Exploited Children's toll-free hot-line number, affording viewers the opportunity to share information.

We are also exploring with the producers of "ADAM" the possibility of an appropriate follow-up made-for-television movie. Programs like "Missing: Have You Seen This Person" and "Adam" become special events which attract a lot of attention not only on television, but in all media, to the whole problem of missing children as well as to the particular children featured. The ability to direct our national and local press efforts towards major specials on a given subject also gives stations and others in the field a platform from which to build their own community projects.

We shall continue to make responsible choices on a daily basis as to the amount of programming devoted to the missing children issue.

NBC led the way in using the television medium to deal with this troubling problem, and we will continue to seek new and logical ways to be of service. And, of course, we will keep up our close and regular contacts with the National Center for Missing and Exploited Children.

Again, let me express our appreciation for the thoughtful consideration and efforts of you and your Subcommittee.

Sincerely yours,

Ray Timothy

Senator SPECTER. I would like now to turn to a distinguished Pennsylvanian, Capt. Therese Rocco, from the Pittsburgh Police Department. She has served as an officer there since 1952, and for the past 24 years has been the captain in charge of youth and missing persons. We welcome you here, Captain, and look forward to your testimony.

STATEMENT OF CAPTAIN THERESE ROCCO, PITTSBURGH, PA, POLICE DEPARTMENT

Ms. ROCCO. Thank you, Senator Specter. I want to thank you for inviting me here. This is a great opportunity for me to identify some of the problems which exist and also to mention some of the wonderful things that are being done in the efforts to locate our missing children.

It is very difficult to expound on negativism when we know that there has been so much positivism in the past 4 years. Because of my many years of involvement in the locating of missing children, I can identify some of the irregularities that exist at this time.

While these irregularities do not appear to be criminal, we do see unethical methods that are being employed by individuals which are abominable. We are dealing with one of the most tragic problems in our society. I have worked with anguished parents who do not know the whereabouts of their children. Whether it be the fact that the child has run away voluntarily, whether it be a situation where one parent leaves, denying the other parent the right to see the child, or whether the child is abducted—these can all be considered tragedies.

Under these circumstances, parents feel as though the world has crushed in on them. Individuals who claim to represent nonprofit organizations approach families of missing children and make promises they cannot fulfill. They raise their hopes by telling them that they will locate their missing children. They take their money and do not produce.

Since the inception of the National Center and the airing of "Adam" on NBC some children have been found. Police have received many calls from seemingly concerned people professing to be nonprofiteers who want to help in the cause of locating missing children.

However some of these individuals become overwhelmingly aggressive and charge for their services. It is difficult to determine how much money is involved and, unfortunately, we cannot charge them criminally. Whenever they prove unsuccessful in their attempts. The parents are upset and come back to the police.

One very bad example is when these individuals raise the hopes of parents with a possible sighting. They are so convincing that parents will travel with them to all parts of the country—incurring expenses. Parents are very disillusioned when it turns out not to be their child.

We believe there should be some standards or regulations prohibiting certain individuals from putting up a sign or a shingle declaring themselves "child finder." Without experience or qualifications, this should be prohibited. At this time I would like to commend the National Center for their good work. So far our police have re-

ceived 140 reports of sightings. These reports have put us in touch with police from all parts of the country. Even though we feel there is a possibility that a sighting may be promising, we do not alert the parents until we are absolutely certain. We do not want to give parents false hopes. Thank you.

[The prepared statement of Ms. Rocco follows:]

Prepared Statement of Therese Rocco

During the last several years, the epidemic of missing children has come to the forefront of the American consciousness. As a professional law enforcement officer who has specialized in locating missing children for the past thirty years, I welcome the increased public awareness and the cooperation which goes along with it.

The public concern and the frustration with this problem has led to the formation of many parent groups. Most of these groups are legitimately concerned about missing children and operate well within the scope of nonprofit citizens' groups. These activities include mailings of descriptive flyers and photographs of missing children, operating run-away hot-lines and sharing information about missing children with police agencies.

Most of these groups obtain the majority of their funding through contributions from private citizens. Most of these organizations use their funds strictly for operating expenses as befits their tax exempt status.

However, it has come to my attention that this is not always the case. There are organizations purporting to be nonprofit and dedicated to finding missing children whose conduct could be described as unethical and, at worst, abominable.

Recently the corporation of Child Find, Inc., located in Paltz, New York, in order to avoid being prosecuted, acknowledged a consent decree of a series of allegations. The Attorney General's Department of the State of New York cited them for deceptive practices. They were asked to offer all the monies back to their clients. They agreed to do so. It is not known if any of the money they received has been returned.

I would like to bring to the Committee's attention an article which was published in the Bergens Record, State of New Jersey, authored by Michael Kelly, "In Search of Missing Kids," dated April 2, 1985:

> "New Jersey State Police are now investigating a Bayonne detective agency that has started a nonprofit foundation to raise money to lobby for missing-children organizations. 'They may be doing a good thing, says one police officer, but I also wonder whether the detective agency is using the foundation to get clients who want help finding their missing children'".

Another incident I would like to call to your attention was published in the St. Petersburg Times, Florida, April 2, 1985,

authored by Helen Huntley. Ms. Huntley describes a conflict between two organizations. One referred to as the Bureau of Missing Children went to the authorities complaining about the legality and tactics of another organization; Childrens Awareness Foundation. The end result is that the Penella County Sheriff's Department is investigating the legality of both organizations.

The impropriety which has most frequently been alleged in these cases involves referral of parents seeking their missing children to certain private investigators. It would be presumptuous to assume that every organization which recommends certain investigators to parents receives financial renumeration for this service. However, activity of this sort leaves the agency making the referral open to suspicion of unethical activity, not to mention the considerations of the conflicts of interest.

The Philadelphia Inquirer, April issue of 1985, reported an incident involving Cherrie Mahan, an eight year old child who disappeared from Butler, Pennsylvania, 40 miles north of the city of Pittsburgh. The organization, Missing Children Awareness, Inc., from Largo, Florida, attempted to solicit funds from Pittsburgh businesses to assist in the search for Cherrie. When questions were raised about their operations, they ceased soliciting. They said they had been referred by the Better Business Bureau and the Missing Children of Allegheny County. Both denied having made the references.

A day before I was invited to come and testify before this committee, I received a call from Chief James McGarry of Sheffield, Massachusetts. The Chief was raising questions concerning two individuals from the Missing Children of Allegheny County. He was highly critical of their methods and tactics of investigating the case involving the disappearance of two teenagers from his town. Quoting Chief McGarry:

> "We are presently investigating them to determine, if in fact, they have broken any laws in Sheffield. Neither one of them presented a license."

The primary question in the minds of myself and Chief McGarry was why did these people come from Allegheny County to Sheffield, Massachusetts to investigate a disappearance which occurred in Sheffield?

It is also a known fact that many of these organizations in search of missing children are providing products and services at a cost, and we know that many of these services are already

being provided free of charge by government agencies, by police or by reputable private firms.

These cases can best illustrate the type of abuses which can possibly come about as a result of unregulated child finding organizations acting as "quasi law enforcement agencies." I feel that some of these groups are extending their activities across the state lines.

There should be some federal regulation and scrutiny of these organizations because they are crossing state lines to duplicate what local law enforcement officers are already doing.

There should be some form of legislation, if with nothing else but to give the government the right to audit these people and examine their purpose.

If the organizations wish to engage in searches of children they should secure the proper credentials and licensing, which any private detective agency would require.

Senator SPECTER. Thank you very much, Captain Rocco. Mr. Timothy, your success has been so great that we come back to you as a representative of the television industry with the thought of trying to construct a program which NBC could perhaps take the lead in to be followed by other networks and local programming where there might be some systematic way that pictures of missing children could be displayed, perhaps, at the end of the news, perhaps at the end of the morning show, the "Today" show on NBC, perhaps by local stations. The more we can do, the more likely we are to find missing children. My initial question is: What would be realistic to try to undertake by way of a program on a systematic basis, realizing the value of air time, but also realizing the seriousness of this problem and the great success potential that could come from displaying pictures of missing children on television?

Mr. TIMOTHY. Well, in addition to "Adam", we have aired other programs focusing on the problem. For example, we aired a program entitled "Missing: Have You Seen This Person", which was a 1-hour program in prime time following the third showing of "Adam". So we have done more programs on the subject.

I think, Mr. Chairman, your question goes to the feasibility or the practicality of some kind of a national public service campaign featuring missing children.

Senator SPECTER. Would it be possible to allocate 30 seconds on the NBC nightly news to pictures of missing children?

Mr. TIMOTHY. I think it is a very good idea, and the way to get at it is through our local stations who could put up pictures of children missing from local areas, which we are starting to do.

Senator SPECTER. On the national level, of course, it is preferable because a child missing from Pittsburgh could be anyplace.

Mr. TIMOTHY. Surely.

Senator SPECTER. Would you give consideration to 30 seconds, perhaps even a minute?

Mr. TIMOTHY. We will give consideration to any and all ideas like this to look into how we can better raise the public awareness of this problem. We plan to do more along this line.

Senator SPECTER. Mr. Howell, what can this subcommittee do to improve the legislative mechanisms to assist in the problem of missing children beyond what has already been done?

Mr. HOWELL. I think there are a couple of real meaningful areas that could be looked into. One, I think, is very simple and straightforward. I think that we should consider using the racketeering, influence, and corrupt organizations provisions to apply to child pornography. If ever there was a crime that uniquely lent itself to the use of RICO prosecutions, it is that type of crime.

Senator SPECTER. How about the recovery of missing children, focusing on that very narrow area? Is there anything more we could do legislatively?

Mr. HOWELL. I am not sure how it could be done, but here is something I think that could be initiated here in Congress. We know that many missing children, hundreds, perhaps even thousands, are enrolled in schools around the United States. I am not speaking here of kids who are victims of parental kidnapings only. When Bobby Smith was recovered in Rhode Island, who was abducted by a nonfamily member, we found later that he had been in schools. If we could get the States to enforce or enact regulations that would simply check on proper documentation on any new student, it would be scary what we would uncover.

Senator SPECTER. Thank you, Mr. Howell. One question for you, Captain Rocco. When a so-called child finder comes to a parent and asks for money to find a child, what should the parent do to check the authenticity of reliability of the person who is asking for a fee in exchange for such services?

Ms. ROCCO. Well, I think the Better Business Bureau would be one place they should contact. I also think they should call their police. We have investigated the backgrounds of individuals who wanted to start organizations. We learned some of them have criminal backgrounds.

Senator SPECTER. Let me ask for the record for each of you to submit an answer: Mr. Timothy, I would appreciate your reviewing my question as to what NBC might do and provide for the subcommittee a written response, if you would. And, Mr. Howell, I would appreciate it if you would give us your thinking on the adequacy of the appropriations directed to the missing children. And, Captain Rocco, I would appreciate it if you would supply in writing a response in a more detailed way as to what parents might do by way of specifically checking on people who come to them and ask for money in exchange for child finding services.

Senator Simon.

Senator SIMON. Thank you, Mr. Chairman. First of all, Mr. Timothy, what NBC did through Adam is one of the many things whose benefit you simply cannot calculate. It was a tremendous public service, and I want to commend you and anyone who had anything to do with the program.

Captain Rocco, you touched on a very real problem: Fraud. Maybe the center can be of some assistance on this. Among other things, I also see letters of solicitation for funds and I have the uneasy feeling that in some cases the funds are not going in the direction they ought to. I think the center announcing that it will check into this might be a healthy deterrent.

Mr. Howell, you mentioned the computer not listing the scars from a dog bite and some other things. As you know, I first got involved because I read an AP report from the Patz family that their little boy Etan was taken and they said the Federal Government did not help as it should. I called them and I said, what do you want us to do? And they said the FBI computer keeps track of missing automobiles but not missing children. One thing led to another, and I introduced the first bill.

Why is that not on the computer? Was that information supplied to the computer?

Mr. HOWELL. No, it was not. The problem that we have is that the information simply is not going in there from the respective agencies into the national system. We checked the entire files of the 28,000 children who were currently listed at that time in January. Of those 28,000 children's reports, eight of them had been entered thoroughly and completely into the national system. It is a matter of information.

We are about to undertake a program to try to market and advertise those services. I think that is the positive way to try to get the information out and to let people know, for instance, that over 180,000 people were located in one way through that system last year, including about 3,600 who were located by other agencies, not the entering agency.

We need to let them know about the unidentified file that now compares missings regularly with the thousand-and-some unidentified bodies in there. If we can get out the information, that it exists, how to use it, and why it needs to be used, I think we will get a lot better.

Senator SIMON. In addition to the chairman's appropriation question, I would be interested in a report either from the Administrator or from you specifically on section 404(a) on each of the points that are required by the statute which defines the role of the OJJDP Administrator. And I am interested in knowing what is done, what is not done, what is going to be done to implement that.

Mr. HOWELL. I will request that from the Administrator.

Senator SIMON. I know the center has a little bit of an unusual history in that we introduced legislation and before it passed, the administration started it. I applaud the administration for doing that. Now the question is, how is it continuing? How much are you spending this fiscal year? How much do you anticipate you are going to have next fiscal year?

Mr. HOWELL. Because of a couple of specific items,—first, the increase in the use of the 800 number and a couple of other things, we are currently at somewhere between $1.8 to $2 million a year to operate the center as it exists now. I specifically asked many times, I begged, I pleaded that the center not be put into that $4 million resource because it is so limited and there are so many other places that could use it effectively.

I think it might be important to look at whether we want to separate that as an item and as an institution to decide what we want to do with it. And, second, I think that all of the people involved realize that if we really are going to take a meaningful look at child victimization and get out information to stop it, not just look at it, that we are going to have to make a bigger commitment than $4 million.

Senator SIMON. I thank you very much.

Senator MCCONNELL. As you know, you mentioned the data problem in response to one of Senator Simon's questions; as you well know, Jay, in most States they do not even mandate the taking of a report on a missing child, and certainly they do not mandate the entry of data on the missing child into the NCIC computer. In Kentucky and in Florida and other States, they not only mandate the taking of a report, but they also mandate the entry of the data on the NCIC computer; not that that will ensure that all of the data will be entered, but at least there is a mandate there.

I think you alluded to this, but I am wondering what the center is doing to promote the passage of model legislation in the various States around the country because it seems to me at least that that is really where the action is in terms of new legislative initiative.

Mr. HOWELL. That is exactly right, Senator. That is exactly where the action is. We have produced a publication that describes almost 100 concepts to protect children, including mandatory entry into NCIC, which about a half a dozen States have enacted now. I think that you are right in seeing that as the real solution to a lot of these problems.

We have gone State to State, capital to capital, to try to get legislation like this passed. And I think John Walsh's comments that he is out there trying to get this done every day perhaps articulate the problem because he calls me regularly to say it should not be this difficult.

Senator MCCONNELL. How many States, in your judgment, have passed new laws that are, for the most part adequate, particularly in this area of report taking and entry of NCIC data?

Mr. HOWELL. There are a dozen States that have enacted a piece of legislation that somehow impacts on data entry, establishing a clearinghouse as in Kentucky or mandating the entry by local police departments in some way. There is not a State in the Union that is not actively considering child protection legislation now. But, as you know, getting it from introduction into law is not the easiest thing in the world.

Senator MCCONNELL. Captain Rocco, I remember last year during the campaign, there was a call-in show on a radio station in Kentucky that has a very powerful signal. And I listened with increasing anger on the way back in from some remote area of the State to this snake oil salesman, who had convinced the program chairman that he was an expert, and had a variety of different items that he was peddling, coloring books and such things. I listened to this guy for an hour and a half and then got angrier and angrier, which leads back to the observations that several have made: That we need some equivalent, it seems to me, of a Better Business Bureau approach at the national level. I am wondering if it is not something, Jay, that you are looking at, that maybe the center

could get into. If you have a list of proven hucksters in this field, you might be a logical place for people to call in to, prior, for example, to putting together a call-in show with some person who holds himself out to be an expert in this field.

Ms. ROCCO. I think the center can make the public more aware of the fact that these products and services can be made available by government agencies, that is, local agencies, police, and also private sectors. As we know, many private industries have made provisions for fingerprinting and, educating children. The products and the services that these people are peddling are basically what can be obtained at no cost.

Senator MCCONNELL. Right. Mr. Timothy, Senator Specter mentioned the possibility of 30 seconds on the nightly news. There is one local station in Louisville that happens to be an NBC affiliate which avails itself of a syndicated missing children's program, and I am wondering if you all are familiar with that. I imagine what you do is you subscribe to this service, and they apparently provide you with photographs and they rotate periodically. Are you all familiar with this? Is it being done properly, in your opinion?

Mr. TIMOTHY. Yes, Senator. It is what I alluded to in my answer to the chairman. WAVE-TV is our affiliate in Louisville, KY, and a good one. And it avails itself of a service we provide, we at the network, of pictures of missing children.

Senator MCCONNELL. So the network provides that.

Mr. TIMOTHY. We provide that through our news service.

Senator MCCONNELL. Senator, this was in response to your question about the appropriateness of 30 seconds on the network news. I was asking about a syndicated program and wondering who provided it, and apparently the network does provide it for playing during the local news.

Mr. TIMOTHY. We provide one such service. There may be others. I am quite sure that the one that WAVE uses is ours, yes. On the question of providing 30 seconds in nightly news or anywhere else, this issue is very important, but there are many, many other important issues and huge problems out there.

We do public service announcements on substance abuse, for example. The needs are many. We get many requests for public service time. So I just cannot sit here and tell you that we are going to allocate this amount of time or that amount of time to this particular problem. It ranks in seriousness with all of them, but there are many of them.

Senator SPECTER. Senator Metzenbaum.

Senator METZENBAUM. Mr. Timothy, I want to thank you what NBC has done in this area and then along the line of what the chairman has indicated of whether you provide 30 seconds on the nightly news, I would like to suggest to the chairman that you and I and others who would join with us send a letter to each of the networks asking them what they are prepared to provide in prime time, whether it be nightly news or other times of day or night for this purpose.

I agree with Mr. Timothy, there are many other demands, but I think if a group of Senators write, maybe we can get that demand responded to a little more effectively than somebody else. Maybe we ought to use a little bit of clout in this area.

Senator SPECTER. Senator Metzenbaum, not to take up your time, but a similar letter has been sent on May 20, just on Monday of this week. As I had alluded to earlier, Senator Heinz and I had a situation come from Butler, PA, and 85 of our colleagues have signed such a letter. But a second letter could not hurt.

Senator METZENBAUM. I would suggest on the whole issue of missing children that such a letter be drafted. You are the chairman of the committee. I would be very happy to join with you and I am sure our colleagues as well. I suggest this be a regular, ongoing procedure.

Captain Rocco, I would like to ask you, these child finders, do they promise success or give some assurances of success in order to prevail upon the parent that their services should be used?

Ms. ROCCO. From my interviews with many disgruntled parents, I would say yes. They are very promising, not only in the sense that they actually promise to find their children, but they keep them hanging on strings with phone calls about sightings. Many times they will call and tell a parent they feel positive that their child has been sighted. The parents travel, and incur financial burdens.

Senator METZENBAUM. Captain Rocco, I think that it is not only unethical, but I think if it is not illegal, it should be illegal. At the conclusion of the hearing I would appreciate it if you would stop and talk with my staff. I think we might try to draft a piece of legislation to zero in on that very act of inducing people to turn over funds or pay expenses and things by false promises along this line, and I hope you will do that.

Mr. Howell, on the whole question of providing sufficient information to the NCIC, whether or not we can in some way be helpful to you in prodding the NCIC or prodding some of the local police departments to provide the necessary information so that the computer does have the information that's needed. Is there any way we in the Congress can help?

Mr. HOWELL. I think so, Senator; we found an amazing response. Two years ago Senator Hawkins wrote to the 60 largest police departments in the United States in regard to their policies and practices in using this system. We got a great response from that and were able to initiate a lot of communication that said let us take a look at it and analyze it and change it.

If you, as the Senator from Ohio, would consider a similar type of basic inquiry letter to the major departments in your own State, that would help a lot to get that dialog going to really get it moving. I think it is just a matter of communication.

Senator METZENBAUM. I think, Mr. Howell, you might prepare the kind of letter that each of us in the Senate might send out; I think that we are all willing to be helpful on it. I am just amazed that in the suggestion I made this morning about the franking and the pictures on the envelopes, that every Senator to whom I have spoken has said, sure, I want to be a cosponsor. So I think there is a great interest. We are all either parents or grandparents and we are concerned. We would like to work with you to develop something along that line.

Mr. HOWELL. Another thing, Senator, if you have, as many of the offices do, a service that can check newspaper clippings for a varie-

ty of things in your State—the only way we really are going to find out about these cases, unfortunately many times, is news clips. We can find out about a case, be in touch with that family and that law enforcement agency, if we could just get someone looking for missing, abducted, murdered type of clips out of there. That is how we find out about a lot of cases. That could help us.

Senator METZENBAUM. You are involved in an issue that there is not anybody in the Congress that does not want to be helpful. Do not hesitate to call upon us.

Mr. HOWELL. Thank you, Senator.

Senator SPECTER. Thank you very much, Senator Metzenbaum. Now I would like to turn to the distinguished Senator from Alabama, Senator Denton.

Senator DENTON. Mr. Howell, I would like to commend you and the National Center for Missing and Exploited Children and the other two witnesses, Mr. Timothy and Captain Rocco, for your effort to help resolve the plight of missing children. I know that the National Center has done much to solve the disappearance of many of our children across the country. In particular, I would like to thank you and Mr. Timothy for allowing the pictures of two missing Alabamians, Richard Lawrence DeVaney II of Limestone County and Christopher Allen Fulmer of Birmingham, to be aired as part of the recent national broadcast of Adam. Both of these children are victims of parental kidnaping and have been missing since 1982. I greatly appreciate your attention, and in the interest of taking advantage of the cameras I would like to further publicize their photographs. I would ask, therefore, the cameras to close in on the best available pictures we have.

The first is of young Christopher Fulmer who has blond hair, blue eyes, 26 pounds, 21 months old when he was taken in 1982. He was last seen in the East Lake-Roebuck area, and the contact is the National Center at 1-800-843-5678. We have a number of pictures of young Christopher; this is one. And these are others. He comes from a really beautiful home, a beautiful little guy.

The other young gentleman is Richard Lawrence DeVaney II. He is blond, birth date April 23, 1979, and he weighs 30 pounds. The picture is not very good, but it is the best we have. The National Center for Missing and Exploited Children would be the contact on him. Mr. Howell, I want to commend you again and wish you continued success.

Mr. Howell, as I previously mentioned, in the capacity of chairman of the Judiciary Subcommittee on Security and Terrorism, I am charged with oversight of the FBI. I have asked the FBI about their participation and cooperation in cases involving missing children. I would like to know from you, your view of the degree of cooperation and coordination of efforts which currently exists between the center and the FBI in the field of missing children.

Mr. HOWELL. We have received from various divisions of the headquarters here, the NCIC Division, the Personal Crimes Division, the Behavioral Sciences Unit in Quantico nothing but the best cooperation from the highest levels of the agency. There is little we have asked for that we have not been given. There has been little information that we have asked to be acted upon that was not. And I think that we have the makings at the Federal and State levels

and local levels of some really good relationships that will develop into training programs, communication with the critical people, like the captain here, who are really out on the front lines.

So to say that I am encouraged would be an understatement. I am amazed and very grateful for the cooperation we have received.

Senator DENTON. Mr. Chairman, with 90 seconds more I could finish my questions. May I ask for that much extension.

Senator SPECTER. Absolutely.

Senator DENTON. In a similar vein, Mr. Howell, would you evaluate the degree of cooperation and coordination of efforts between the center and the Federal Parent Locator Service of the U.S. Department of Health and Human Services.

Mr. HOWELL. Well, Senator, when I was conducting investigations and inquiries for this body, I had the opportunity to examine that institution, and I do not think it is the responsibility of the Federal Government uniquely, but it has not been a very successful tool in the location of children.

I found that it was such a jumbled mess between the State and the Federal entities that we could not even conduct a hearing on it. It was the only time that I ran into that kind of a problem. It is no one's particular responsibility. I think what you have got is a situation where State A may know about the location of a parent, an abducting parent in State B. But there is no mechanism to put State A into State B right off the bat to say check your records. Check your information and data you keep at the State level because we believe that person is there. They have to go through the Federal chain to get into that in many cases.

We specifically asked seven States, can we get into this from another State or do you have to go through the Federal system. And I think something that you might be able to really help us on is—it is not an insignificant task either—but to take a good look at that and to try to get the communication, State to State, increased and the system a quicker response vehicle because it could be great. There is data in there that will locate a lot of abducting parents, particularly.

Senator DENTON. Would you be disposed to submit in writing such suggestions as you think might be helpful in improving the FPLS?

Mr. HOWELL. Yes, sir.

Senator DENTON. Thank you. Mr. Chairman, my last question should require a brief answer. Mr. Howell, there are bills pending in both Houses of Congress which intend to show congressional influence in helping alleviate the problem of parental kidnaping. I would like your opinion on a proposed amendment to the Federal kidnaping statute to provide for a mandatory life sentence in certain cases of kidnaping a person under the age of 18. The proposals would also allow for the imposition of the death penalty if the offender kills his or her victim. Have you seen those legislative proposals, and what is your estimate of their value in this subject area?

Mr. HOWELL. Senator Denton, as a former prosecutor, and Senator Specter is a former prosecutor as well, a district attorney in Philadelphia, I emphasize caution in regard to that. I will just give you an example of why. I was a particular proponent of certain

types of mandatory minimum sentences; for instance, the minimum for firearm use gave me a great tool in the courtroom that really did help.

A mandatory life sentence on a kidnaping charge of someone who is under 18 will mean that if the individual is 17 years of age and the perpetrator is 20 and the kidnaping is accomplished and no physical harm to the victim, that you are looking at a situation, if you follow it through, that you will be required to administer a life sentence. I think the problem with mandatory life sentences in situations short of murder or sexual assault and crimes like that mean that you have a very rigid law to have to try to address a whole variety of circumstances. That kind of mandatory minimum scares me a little bit. I will give you another example.

There is a State in the United States now that has, in an effort to try to protect children, and this is what they did. They have a mandatory prison sentence of 9 years. And the conduct proscribed includes touching certain parts of the body of a person under 14, the mere touching. If certain criteria are additionally met, it is a mandatory life sentence.

Well, I am as strong as anybody on law enforcement, and I have been in the business a long time. But that is not the way to go about it because that ties the hands of those involved.

People often ask us, are more penalties the answer to child victimization and child molestation and things like that? Actually, on a case-by-case basis—and Senator Specter, I know, is aware of this from handling as many cases as he did—the mandatory sentence the law provides is rarely ever administered, particularly in crimes against children. We need better enforcement of what exists on a case to case basis. I think that is the real hope for the law enforcement kind of angle.

Senator DENTON. Thank you very much, Mr. Howell, and thank you, Mr. Chairman. I wish I could stay. My schedule demands my presence elsewhere. But I will not only read the transcript, I will continue to work with you in trying to end the tragedy of missing children. I wish you very well and commend you again for the service you are providing.

Senator SPECTER. Thank you very much, Senator Denton. Thank you very much, Mr. Howell, Captain Rocco, and Mr. Timothy. I very much appreciate your being here. Thank you.

We now turn to a panel of executives from the private sector who have done so much in assisting in the location of missing children, Mr. Frederic Schroeder, Mr. Theodore Knappen, and Mr. Eric Reed.

Our first witness is a Pennsylvanian, Mr. Frederic S. Schroeder, who is director of marketing of Wawa, Inc., an organization which owns and operates 300 convenience stores in the mid-Atlantic region. Mr. Schroeder, we welcome you here. All prepared statements will be made a part of the record, and to the extent that they can be summarized, we would appreciate it, leaving the maximum amount of time for questions and answers. We will begin with you, Mr. Schroeder.

STATEMENT OF A PANEL CONSISTING OF: FREDERIC S. SCHROEDER, DIRECTOR OF MARKETING, WAWA, INC., WAWA, PA; THEODORE C. KNAPPEN, SENIOR VICE PRESIDENT, TRAILWAYS CORP., WASHINGTON, DC; AND ERIC REED, DIRECTOR OF MARKETING AND RESEARCH, V. G. REED AND SONS PRINTING, LOUISVILLE, KY

Mr. SCHROEDER. Thank you, Senator Specter. It is hard for me to accept your statement that "executives who have done so much," when I have seen the other activity and the other work that has gone into this program. I will just briefly describe what we have done, and we will take any suggestions on what more we might do.

Wawa owns and operates 300 convenience stores together with its own dairy in the mid-Atlantic region. The dairy has been in business since the late 1800's, and the stores began operation in 1964. Two hundred eighty of the stores are serviced by the Wawa dairy for the majority of their dairy products. The greatest quantity of milk is distributed through the stores in one-half gallon paper containers; 20,000 of these units are sold in our stores daily.

Traditionally, the side panels of these cartons have been used to advertise other products available in our stores. In December 1984, I read about a dairy, Melody Farms, which distributes milk in the Chicago area. This dairy had made arrangements with the Chicago Police Department to place the name, description, and a photograph of two children which were missing in Chicago on the side panel of the cartons.

I took a keen interest in this article and wrote to he plant manager of Melody Farms for further information. In January of this year, I began to work with the Philadelphia Police Department Juvenile Aid Division to determine if we could institute a similar program in the Philadelphia area. It became clear, however, that when children are abducted from their homes, they generally are found in faraway places.

A strictly regional program would not have as great a chance for success as one with national scope. Meanwhile, the Melody Farms project was gathering more attention. Our two primary milk carton manufacturers, Westvaco and Pure Pak, began work on this project, too. Beginning in March they made available to their customers, including Wawa, milk cartons bearing the photograph and description of missing children, which are provided by the National Center for Missing and Exploited Children.

Enthusiastically, Wawa opted to purchase these cartons. We feel that to sacrifice the advertising space on our cartons for this worthy cause is a very small price to pay. If only one child is found as a result of this program, we will deem it to be a tremendous success. Thank you.

Senator SPECTER. Thank you very much, Mr. Schroeder. I would like now to turn to Mr. Theodore Knappen, who is senior vice president of Trailways, which has initiated a program for runaways and missing children. Mr. Knappen, we commend you and your company and look forward to your testimony.

STATEMENT OF THEODORE C. KNAPPEN

Mr. KNAPPEN. Thank you, Mr. Chairman. I appreciate you giving us the opportunity to come here and describe briefly the Trailways Operation Home Free Program, which focuses primarily on returning runaway children to their homes.

We were looking for a community relations program in response to President Reagan's request for private sector initiatives in the area of social services. Since we are in the business of providing transportation services, it was logical for us to look at the provision of free transportation to runaway children.

We were surprised, however, that we ran into procedural and informational roadblocks in the early stages. Those started to be removed when we received a compelling letter from Capt. Richard Voorhees of the Bridgewater, New Jersey Township Police Department. He asked not only if we could consider a program for runaways, but provided us with rough data on these children, which had been compiled by the International Association of Chiefs of Police. Included in the data he quoted were the fact that more than 1.5 million young Americans are listed as missing each year. Of this number, many are runaways who leave home for minor reasons, but soon find themselves stranded in big cities without funds and resort to criminal activities simply to survive.

After this letter we contacted Captain Voorhees and the International Association of Chiefs of Police, and out of those discussions on June 7 of last year we announced operation home free, which allows any runaway 18 years or younger to ride Trailways home free of charge.

Now, we overcame the original obstacles by keeping the program simple and soliciting the aid of the IACP. First, the runaway must go to the police if, and only if, they wish to go home. That way the police and any appropriate social serice workers can determine in advance whether or not the child should indeed return to their home environment.

Second, the police call the child's home town to confirm that the child has been listed as missing. This measure assures that we are not providing free transportation to children who might actually be running away from home. Once the child has been confirmed as missing and there has been a determination that the child wishes to return home, the police call any Trailways sales location and obtain information on the next bus to the child's destination. The police officer escorts the child to Trailways, signs a simple form which authorizes the Trailways ticket agent to process a free ticket for the child. Once the ticket is issued, the child is treated like any full fare paying passenger.

However, the driver is aware of the status of the youngster and assures that all necessary changeovers are made. The police call ahead to the child's hometown and alert the parents as to the arrival time of the bus.

I am happy to report that our most optimistic projections with regard to the program have been exceeded. Since June 7, 1984, when the program began, we have carried home nearly 4,000 runaways under the Home Free Program, and we continue to carry them at a rate of 14 each day nationwide.

We are gratified that the program has gotten off to a successful start. We are still talking about really a drop in the bucket compared to the total number of missing children, and we are constantly looking for ways to expand the program, particularly the publicity of the program so that we can reach the children that would be affected by it. But in terms of Trailways, it is now Trailways corporate policy and we intend to continue the program in full effect until the public need has been met. Thank you.

[The prepared statement of Mr. Knappen follows:]

PREPARED STATEMENT OF THEODORE C. KNAPPEN

Mr. Chairman, Members of the Subcommittee, on behalf of our Chairman, Jim Kerrigan and all the employees of the Trailways Corporation, I would like to thank you for inviting me here today to outline a program that we are all very proud of.

In December of 1983, Trailways was searching for a community relations program in response to President Reagan's request for private sector initiatives in the area of social services. We wanted the program to have a significant value in the thousands of cities where we do business, and we wanted the program to be meaningful to a broad cross section of the population.

Since we are in the business of providing transportation services, it was logical to consider how our area of expertise could somehow be applied to a community need. We considered the provision of free transportation to runaway children, but we ran into several hurdles at the time.

First, there was no way in which to confirm, on our own, whether or not a child was, indeed, a runaway. Second, there was no central bureau which kept accurate statistics on the number of children who run away each year, let alone their average age, gender, socio-economic background, or location. And finally, we were unsure as to how we would address situations where children did not want to return to what could be abusive homes where their health and well being might be threatened.

We shelved the idea until March of 1984 when our Chairman received a compelling letter from Captain Richard Voorhees of the Bridgewater, New Jersey Township Police Department. He asked not only if we could consider a program for runaways, but provided us with rough data on these children which had

been compiled by the International Association of Chiefs of Police, or I.A.C.P.

Included in the data he quoted were these facts: more than 1.5 million young Americans are listed as missing each year. Of this number many are runaways who leave home for minor reasons but soon find themselves stranded in strange cities and resort to criminal activities, simply to survive. Many are taken in by pimps and drug pushers who capitalize on their desperation and use them in the commission of crimes. Many of these runaways, unfortunately are never heard from again.

The profile of the "normal" runaway according to Captain Voorhees, is no different than the profile of the general population of teenagers in this country. They are rich, poor, male, female and there is extremely little to differentiate them, from their peers.

We contacted Captain Voorhees and subsequently the I.A.C.P. On June 7th of last year we announced Operation: Home Free which allows any runaway, 18 or younger to ride Trailways home free of charge.

How did we overcome our original obstacles? By keeping the program simple and soliciting the aid of the I.A.C.P. First, the runaway must go to the police if, and only if, they wish to go home. That way the police and any appropriate social service workers can determine in advance whether or not the child should, indeed, return to their home environment. Second, the police call the child's hometown to confirm that the child has been listed as missing. This measure assures that we are <u>not</u> providing free transportation to children who might actually be running <u>away</u> from their homes. We finally knew as well, that the program could be broadly applied since the "normal" runaway is indeed just a normal teenager.

Once the child has been confirmed as missing and there

has been a determination that the child wishes to return home, the police call any Trailways sales location and obtain information on the next bus to the child's destination. The police officer escorts the child to Trailways and signs a simple form which authorizes the Trailways ticket agent to process a free ticket for the child. Once the ticket is issued, the child is treated like any other full fare paying passenger. However, the driver is aware of the status of the youngster and assures that all necessary changeovers are made. The police call ahead to the child's hometown and alert the parents as to arrival time of the bus.

When we first conceived of Operation: Home Free we hoped that through our poster campaign and through our efforts to gain media exposure, that we would convince a few runaways, at least, to trade life on the streets for the safety of their homes. I am happy to report to the subcommittee that since June 7, 1984 when the program began, we have carried home nearly 4,000 runaways and we continue to carry them at a rate of 14 each day, nationwide.

As the program has matured, we have received a large number of inquiries from organizations and companies wishing to assist. A group of business leaders in Ft. Lauderdale, Florida, for example, have established the "Going Home Fund" which provides the runaways we take home from that area with food money for longer trips. The Amusement Game Manufacturers Association has served as a distribution center for our Operation: Home Free posters and has placed them in video game parlors around the country. The Eight Sheet Outdoor Billboard Association has donated space for our message and the American Public Transit Association has asked its members to install transit card versions of our poster in subways and on transit buses in metropolitan areas. Radio stations have used our public service announcement and the I.A.C.P. has been instrumental in providing its member police departments with supplies of Operation: Home Free material.

In conclusion I would like to pledge my company's continued support to the outstanding work being done by Jay Howell and his committed staff of professionals at the National Center for Missing and Exploited Children here in Washington. Our Operation: Home Free program is corporate policy at Trailways and will remain in effect as long as there is a need. It is our sincere hope that other corporations will investigate avenues through which their products and services can be directly applied to assist government in aiding those in need. The investment in dollars is far outweighed by the good, returned in kind, by those who are touched by a program such as Operation: Home Free, or by those who hear of its success.

Thank you for your kind attention, and I would be glad to answer any questions at this time.

Senator SPECTER. Thank you very much, Mr. Knappen. I would like now to turn to Mr. Eric Reed, who is the director of marketing and research from V.G. Reed & Sons Printing, who will describe his company's activities with respect to donating printing of poster services. Mr. Reed, thank you for joining us, and we look forward to your testimony. Your full statement will be made a part of the record.

STATEMENT OF ERIC REED

Mr. REED. Thank you. Mr. Chairman, we are thankful for your invitation to speak here today to this important matter. V.G. Reed & Sons was founded in 1938, and is a full service commercial printer with facilities to provide complete printing services. Recent years at V.G. Reed & Sons have been prosperous ones due to the steady upturn in the economy.

Because we are grateful and because we are concerned for our community and our Nation, we began to explore various avenues to put something back by doing what we do best, printing. We began to gain an awareness and interest regarding missing and exploited children from varoius sources: The news media, newspapers, TV, radio, and some movies are full of horror stories that could be about any of our children, even yours or mine.

At the same time, we heard of several programs which were successful in finding and returning missing children to their families. Dairies around the country as well as one dairy in the Louisville area, Oscar Ewing, are running pictures of missing children on their milk cartons. Several children have been located in this way.

Advo-System, Inc., America's largest direct media advertiser, is printing 43 million pictures weekly of missing children on the front of their advertising literature. Louisville Gas & Electric Co. has recently begun running pictures of missing children in a public service flyer, Light, Heat, and Power, which accompanies their monthly bills to approximately 300,000 customers. We decided to get directly involved, too, and chose as our vehicle a monthly poster. About the time we learned of Senator Mitch McConnell's interest and involvement with finding missing and exploited children, after contacting his office and expressing our interest, Senator McConnell aided us in contacting the Jefferson County Missing and Exploited Children's Unit and the National Center for Missing and Exploited Children. He is assisting us in those contacts and details for obtaining pictures and biographies are currently being worked out.

Plans for the poster itself would be to run 4,000 to 5,000 every month. These posters would be approximately 17 by 22 inches in two colors with faces of 12 children on them. Convenient Industries of America, Inc., a major convenience store chain with 500 stores in 10 States from Tennessee to New York, has agreed to distribute the posters and would send 10 posters per store in the regular packages of window banners. In this way there would be no additional cost to their normal operating expenses. In addition to placing the poster in their own store, each store manager would in turn contact various businesses, clubs, churches, and civic organizations in their immediate area to encourage them to place a poster in their establishments.

Earl Dunlap, director of the Jefferson County Missing and Exploited Children's Unit said:

> If there are more and more people who are aware of the specific children who are missing, more and more are sure to be found.

V.G. Reed & Sons is proud of what we and others are doing, both in our communities and in our country, to reduce the unspeakable horror of missing and exploited children. We do this for the families of the children whose lives have become a real nightmare of unending mental pain, but most of all, we do this for those who are the most helpless victims of all, the children.

Senator SPECTER. Thank you very much, Mr. Reed. Congratulations to you on the outstanding work that you are doing. Mr. Schroeder, have you had any specific responses as a result of the advertisements carried by Wawa?

Mr. SCHROEDER. We have had none at all. The only response has really been from parents who have asked if it was all right if they call that number if their kids are missing.

Senator SPECTER. So your advertisements not only alert people to the appearance of the children, but also others to the availability of the national hotline.

Mr. SCHROEDER. It gives them a place to turn other than the local police department.

Senator SPECTER. Mr. Knappen, how is it communicated by your company to the runaways that the services are available?

Mr. KNAPPEN. What we have tried to do, Senator, is to work with as many groups as we can think of to publicize the message. Two

examples: we have engaged in a campaign with the Amusement Game Manufacturers Association to put up the "Operation Home Free" posters in video arcades, which is a likely spot for runaways today. We have engaged in a program with the American Public Transit Association to put up car cards about "Operation Home Free" in public transit around the country.

Jay Howell's organization has also been very active in publicizing the program with posters and other material.

Senator SPECTER. And what does the youngster have to do, simply present himself at the bus and jump on?

Mr. KNAPPEN. He has to go to a police station or contact a police officer, and the police, after determining that indeed it is a reported missing child, will bring him or her to the bus station.

Senator SPECTER. Well, it is a great operation and we commend you for doing it.

Mr. Reed, how far and wide does your printing company make available your services? Can someone in Pittsburgh take advantage of Reed's free printing?

Mr. REED. Well, in this particular case, working through the Convenient Industries of America, their stores are in 10 States, from Tennessee to New York, roughly up to Chicago. So they would be covering that area.

Senator SPECTER. Well, it is a great service that you perform.

Mr. REED. If there are others that are interested in the poster, we would like to know about that, too.

Senator SPECTER. Well, congratulations to you. Senator McConnell.

Senator MCCONNELL. Thank you, Mr. Chairman. Mr. Knappen, as you probably know, the greatest incidence of cases are what is commonly referred to as noncustodial, parental abductions. In other words, the parent that does not have legal custody grabs the child. I wonder if there is any application of your program to those kinds of situations where, for example, the legal custodian is able to locate the child in another area. Would you—would it be asking too much of you all to have both the parent and the child come back together? Is that a possibility or is this just a ride for children?

Mr. KNAPPEN. Not at all. I think that is certainly something that is not too much to ask and it is something that we ought to look at. Certainly, any way we can expand the program to cover other areas. we would want to do that. The main focus has been on runaways because we perceive that to be the main problem that we could address.

Senator MCCONNELL. Well, aside from the runaway problem, the other biggest category are these parental abductions by the parent that does not have legal custody, and sometimes those folks have a change of heart. Sometimes the legal custodian is able to on his or her own locate the child and bring them back. I just wondered whether there is some applicability there.

Mr. Reed, I want to commend you again, as I did earlier in my opening remarks, for your contribution to this great cause. I am wondering how costly this is for you all.

Mr. REED. Approximately $400 to $500 per month.

Senator MCCONNELL. A month?

Mr. REED. Yes.

Senator MCCONNELL. Are any of the other printing companies in our hometown doing this as well? I am wondering how we could encourage it even further.

Mr. REED. Not that I am aware of, but we would sure like to see them get involved.

Senator MCCONNELL. Louisville is sort of a printing center.

Mr. REED. Yes, sir, that is correct.

Senator MCCONNELL. And it occurs to me that since you all have stepped forward that it might not be inappropriate for you to contact some of the folks that you are typically competing with and say, "Why do we not as an industry step into this field and provide broader exposure than the Reed Co. could do simply on its own," because you are a small business and there is a limit as to how much of your time and money you can put into this. I am wondering how you would feel about calling some of your competitors and saying, "Why do we not—this is obviously not a violation of the antitrust laws; why do we not sit down together and talk about how we can carry this even further."

Mr. REED. We would be glad to do that. We will, I am sure, be contacting our association, Printing Industries of America, and letting them know what we are doing as well. Maybe there would be other people in that association which would also be interested in participating.

Senator MCCONNELL. It is certainly a natural project for all of you. I want to thank all three of you for what you are doing in this area. It is terribly important, and your initiative is greatly appreciated by all of us in the public sector.

Senator SPECTER. Thank you very much, Senator McConnell. Thank you, Mr. Schroeder, Mr. Knappen, and Mr. Reed for the good work you are doing and keep it up. Thank you all for attending, and that concludes the hearing.

[Whereupon, at 12:13 p.m., the subcommittee was adjourned.]

APPENDIX

national fund for runaway children

the national network

of Runaway and Youth Services, Inc.
905 - 6th Street, S.W., Suite 411, Washington, D.C. 20024 (202) 488-0739

May 20, 1985

The Honorable Arlen Specter
Chairman
Subcommittee on Juvenile Justice
United States Senate
331 Hart Senate Office Building
Washington, D.C. 20510

Dear Senator Specter:

On behalf of the Board of Directors and the more than 500 member agencies of the National Network of Runaway and Youth Services, I want to commend you for your strong leadership and continued oversight on juvenile justice, runaway and homeless youth, and missing children's legislation and programs. The National Network is especially pleased about the hearings this week which the Subcommittee on Juvenile Justice is having on private sector involvement with the problems of missing and exploited children. There is no doubt that your commitment and diligence, as well as that of the other Members of the Subcommittee, has lead to not only bi-partisan support in both Houses of Congress, but also to the kinds of corporate and private sector initiatives which the Subcommittee will be hearing about this week.

I want to take this opportunity to raise a point for the Subcommittee's consideration regarding the relationship between the problems of missing children and runaway and homeless youth. On May 7th, the Subcommittee heard testimony from Mr. Alfred Regnery, Administrator of the Office of Juvenile Justice and Delinquency Prevention (OJJDP), who noted that the recently-established National Center for Missing and Exploited Children has " assisted in the recovery of 839 children". Of these 839 children, 134 (16%) had been missing because of parental abduction, 9 (1%) because of stranger abductions, and 685 (81.6%) children and youth who had been " voluntarily missing ". " Voluntarily missing " is the term used by the National Center to refer to runaway and homeless children and youth.

What these numbers seem to suggest is that while non-custodial parental abductions and stranger abductions of children remain serious problems, that the "missing" children who are runaways, throwaways, or otherwise homeless consitute a major population of at-risk children. In fact, based upon the limited number of available national surveys and federal reports, there are an estimated 1.3 to 1.5 million runaway and homeless children and youth on the streets <u>each year</u> who could be termed " voluntarily missing ". A recent national survey done by my office identified 6,732 runaway and homeless children and youth who were turned away from shelters simply because there was no available bed space. I mention this to suggest that in addition to <u>finding</u> these voluntarily missing children, there also are needs for <u>serving</u>, <u>sheltering</u>, and, where possible, reuniting them with their families. Recovery, protection, and shelter are important variables in resolving the missing children's problem.

My purpose in detailing these figures is certainly not to challenge the most important and valuable work of missing children's assistance programs. The efforts and caseload of the National Center for Missing and Exploited Children probably will significantly increase as law enforcement systems, youth service agencies, and parents become more familiar with the National Center and its services. The National Network of Runaway and Youth Services will continue to assist the National Center in any way possible.

It is important, however, for policymakers, the private sector, and concerned citizens to understand that the majority of reported missing children are, in fact, runaways or voluntarily missing children. The system of youth shelters in place, by virtue of your leadership and the Subcommittee's efforts with the Runaway and Homeless Youth Act (RHYA, Title III of the Juvenile Justice and Delinquency Prevention Act), has a ten year track record of success in helping thousands of these youth and their families. The Boards and staff of these community-based, runaway and homeless youth shelters would welcome opportunities to work with corporations and other private sector interests on the problems of runaway, missing, and exploited children and youth.

As you are well aware Senator Specter, many corporations such as Wawa Markets, Quality Inns International, and others have responded quickly to the plight of missing and abducted children. Other corporations and private sector groups such as Trailways Bus, Jack Rabbit Bus Lines, American Express, Lockheed, the Ittleson Foundation, and others have targetted services or funds specifically to help runaway and homeless youth and the shelters that help them. I am confident that as the general public and the private sector learn more about the tragedies of these children and youth, that the "blurred" categories of "voluntarily missing", runaway, homeless, exploited, and abducted children will become clearer so that our common mission of rescuing and protecting these children is carried out in the most humane and cost-effective manner.

Again, Senator Specter, our deepest appreciation to you for holding these hearings. The National Network of Runaway and Youth Services would be proud to assist you and the Subcommitee with your continuing efforts to protect our nation's children, youth, and families.

Sincerely,

June Bucy

June Bucy
Executive Director
National Network of Runaway
and Youth Services

STATEMENT OF
THE AMERICAN GAS ASSOCIATION
BEFORE THE
JUVENILE JUSTICE SUBCOMMITTEE OF THE
JUDICIARY COMMITTEE
UNITED STATES SENATE
ON
EFFORTS TO LOCATE MISSING CHILDREN
May 22, 1985

The American Gas Association (A.G.A.) is a national trade association comprising nearly 300 natural gas distribution and transmission companies in all 50 states. A.G.A. member companies currently provide almost 85% of the nation's natural gas utility sales. A.G.A. appreciates the opportunity to comment on the gas industry's contribution to nationwide efforts to prevent child abductions by strangers and to locate missing children.

National Child Watch Campaign

In April of this year, A.G.A., in partnership with the National Center for Missing and Exploited Children and the National Child Safety Council, organized a nationwide program aimed at reducing the incidence of abducted children in this country. This program, the National Child Watch Campaign, is intended to aid education and prevention programs that help to prevent future abductions and to locate missing children and return them to their families. Since the National Child Watch Campaign was begun, the Edison Electric Institute (EEI) and other industry groups and individual companies have joined in these efforts. By combining the resources of these various groups, educational materials and pictures of missing children will reach an estimated 50 million homes in all 50 states and the District of Columbia.

The National Child Watch Campaign is modeled on the "Neighborhood Watch" concept. As the name implies, the campaign alerts the public to watch out for missing children. It should help reduce abductions by educating the public about ways to protect children and by reminding potential abductors that "we are watching!"

Originally, the National Child Safety Council approached A.G.A. with the idea for the National Child Watch Campaign. Gas utilities, because they have regular access to millions of people, were seen by the National Child Safety Council as unique and ideal conduits for disseminating information nationwide. Through its access to the public, the gas industry will promote the two-prong goal of the National Child Watch Campaign: to help locate missing children abducted by strangers and to help reduce the number of abductions through increased public awareness, public education, and deterrence of potential abductors.

Industry Efforts in the Child Watch Campaign

Nationwide efforts to locate missing children require coordinated activities by the National Child Safety Council, the National Center for Missing and Exploited Children, A.G.A., and all of the companies and organizations participating in the program.

The National Child Safety Council is a non-profit, charitable organization. It is the oldest national child safety organization in the country and was the first to address the issue of missing and abducted children.

The National Center for Missing and Exploited Children is a national clearinghouse for information on the estimated 1.5 million children reported missing each year.

A.G.A.'s role in the National Child Watch Campaign is to coordinate national efforts and distribute to participating companies information and materials needed to implement local programs. The National Child Safety Council provides educational information and other assistance directly to participating companies. The National Center for Missing and Exploited Children, in cooperation with the Justice Department, provides two photographs of missing children every month to A.G.A. Accompanying these photographs is vital information that will aid the public in identifying these abducted children. The association provides participating companies with these photos and information, in addition to acting as a clearinghouse for local Child Watch programs developed by individual companies.

The participating companies play a vital role in making the National Child Watch Campaign an effective one. They are responsible for disseminating educational and abduction prevention materials to the public. They are also responsible for putting the photographs and biographical information in the hands of the public via mailing inserts, counter cards, posters displayed in public places, or other means developed by the individual companies. The photographs always appear with the National Center for Missing and Exploited Children's toll-free hotline telephone number. This facilitates reporting of any tips on abducted children. Such tips are forwarded immediately by the National Center to the appropriate law enforcement agencies.

Public response to local Child Watch programs and the National Child Watch Campaign has been overwhelmingly positive. For example, Gary D. Lemmons, columnist for the Calhoun News-Dispatch in Georgia, commented on Atlanta Gas

Light's program in an April 3 column. He noted that he had been particularly critical of the gas company's bill insert newsletter in a previous column. However, upon seeing AGL's bill insert that displayed the photos of missing children, Mr. Lemmons, referring to his criticism of the inserts, exclaimed "I TAKE IT ALL BACK!" He went on to say that bill inserts such as the one showing the children's photos provide a worthwhile service that is valuable to the people of his State.

Also, Columbia Gas Distribution Companies have come up with an innovative plan, combining the Child Watch campaign with an extensive educational prevention program. Called "Guard Against Strangers" (GAS), the program focuses on informing Columbia customers and their children, as well as educators, about child safety. In additon to mailing inserts, Columbia has develped a GAS kit, distributed to schools, which encourages children to seek emergency help from Columbia service employees. The company has also developed a pamphlet for parents about child safety. The pamphlet is being offered in quantity to schools, law enforcement officials, libraries, churches and other organizations having regular contact with children.

The Need For a Nationwide Campaign

Local-level campaigns for missing children are helpful, but children who are abducted by strangers are frequently taken away from their home communities. In fact, John B. Rabun Jr., Deputy Director for the National Center for Missing and Exploited Children, has pointed out that children who are abducted by strangers are almost never located in their own communities. Because sightings of missing children will normally not occur in a child's home

locale, Mr. Rabun has pointed out that it is imperative that careful attention be given to the ability to receive information nationally and channel all of that information to the law enforcement agency having jurisdiction.

The unique position of utility companies provides an ideal conduit for the exchange of information that is necessary for an effective national Child Watch program. The regular contact that utility companies have with many millions of customers provides an ideal forum for placing the National Child Watch Campaign squarely in the consciousness of the public. This forum allows the National Child Watch Campaign to provide educational and prevention materials nationwide so that the tragedy of missing and abducted children can be reduced in the long-term by prevention and deterrence.

Although many children are reported to the National Center for Missing and Exploited Children as "missing" every year, the National Child Watch Campaign targets its efforts on a category of children that stands to be helped most by a national campaign. Generally, missing children fall into the follwing groups: (1) those who are runaways; (2) those who are abducted by a custodial parent from their other parent; and (3) those who are abducted by strangers. The National Child Watch Campaign focuses on the last of these categories. Children who are abducted by strangers form a relatively small group (compared to the other two categories). This group of children will benefit from preventive protection and deterrence of potential abductors. Also, law enforcement efforts with respect to this group are made very difficult due to the fact that these children are often moved hundreds of miles from their home communities. Sightings of missing children that otherwise would not

reported are far more likely to be reported as a result of the nationwide scope of the National Child Watch Campaign. As a result of reported sightings, law enforcement activities can be directed at fruitful avenues of investigation.

Duration of A.G.A.'s Involvement

A.G.A. intends to coordinate the National Child Watch Campaign on a continuing basis. The phenomenon of missing children, despite the best efforts of every organization involved in the National Child Watch Campaign, is likely to continue for the foreseeable future. Given this prospect, A.G.A. believes it can provide a public service of immeasurable value by coordinating the Child Watch campaign indefinitely.